

Law Enforcement News

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How to find psychologically sound recruits

Experts divided on merits of different testing formats for screening applicants

By Jennifer Nialow

A police chief who clung determinedly to the methods and technologies of the 1940's in order to get the job done in the late 1980's might well be written off as a tradition-bound relic of a bygone era. The nature of the job has changed, and so too have the tools available to do that job.

But what if the tool, like the service revolver or the nightstick, has remained virtually unchanged for lack of anything better to take its place? Does it then continue to have a useful place in contemporary law enforcement?

That's the debate that is currently swirling around the issue of psychological testing for police applicants, as experts prove to be divided in their assessment of which of a number of psychological tests best serves the needs of policing.

Given the coercive powers of police officers and their position of high public trust, no one disputes the notion that they should be psychologically sound. To this end, police agencies have adopted a variety of methods to

identify applicants who may have personality disorders or deviant traits that would make them unfit for service.

As perhaps the most scientific of such screening methods, personality inventory tests are designed to recognize such problems through patterns of answers to a battery of standardized questions. In many states, psychological tests are a mandated prerequisite to public safety employment.

Minnesota Test Under Fire

Of the various tests currently in widespread use, by far the oldest and most extensively researched is the Minnesota Multiphasic Personality Inventory (MMPI), which was created by a team of psychologists at the University of Minnesota in the mid-1940's. The MMPI is also the focus of the current debate over the utility of psychological testing, and the possible discriminatory aspects of the test.

In Los Angeles last month, police and public officials said the MMPI was being reconsidered

because of complaints from gay activists that the test may be used to discriminate against homosexuals. Officials of the city's Personnel Department, which administers the MMPI for the Police Department, expressed confidence that the test does not discriminate but indicated that possible revisions are being studied nonetheless.

At issue are such questions on the MMPI's Masculinity-Femininity Scale as those that ask police applicants whether they are attracted to men or are interested in becoming florists. One gay spokesman told the Los Angeles Times, "It is outrageous in 1988 that it's [the MMPI] still on the books."

The MMPI, which has been used as a screening device for police applicants since the early 1950's, is a 566-question inventory that, like other exams in use, uses various scales to assess a candidate's general functioning. Geared toward spotting a variety of psychopathologies, such as schizophrenia and paranoia, the

test was developed as a screening device for a clinical population, and was based on patterns of behavior deemed normal for Minnesota residents during the 1940's.

The test has not been revised in any substantial way since its inception, although officials of the University of Minnesota Press, which publishes the exam, say that a new edition, MMPI-II, will be published in 1989. Consultants to the preparation of the new test declined to reveal specific changes that would be incorporated into the revised test.

Defenders and Detractors
Given the MMPI's initial use as

an assessment tool for pathological individuals, its effectiveness in evaluating an essentially normal population, such as police applicants, has been a subject of some debate among police psychologists and those in the field of psychometrics, with staunch partisans on both sides of the issue.

There is no "perfect test," notes Dr. Charles Bahn, a professor of psychology at John Jay College of Criminal Justice. "Every test has its advantages and disadvantages. The main thing is that they improve the efficiency of prediction above that which would be obtained in other ways."

The MMPI measures emotional stability, explained Beverly Kem-
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We read you loud and clear:

DC's deaf get direct 911 access

Thanks to advances in communications technology developed several months ago, the deaf and hearing-impaired community in Washington, D.C., now has equal access to the city's enhanced 911 emergency system.

Before modifications were made to the Metropolitan Police Department's communications center, Washington's 40,000 deaf residents had to dial a seven-digit number in case of an emergency. The dialer would then reach a police operator equipped with a keyboard communicator known as a Telecommunications Device for the Deaf (TDD).

"Members of the deaf community never had an opportunity to go through the 911 system," said Insp. Donald Christian, head of the police department's communications unit. "By dialing the seven-digit number, they bypassed it."

The department installed an enhanced 911 system in 1986, which allowed police operators to record the caller's address and telephone number should the call get disconnected. The exclusion of the city's deaf community, said Christian, prevented the department from fully utilizing the system.

The new technology will allow nonhearing callers to dial 911 and alert the emergency operator by hitting the space bar on the TDD five times. That process triggers a high-pitched noise, alerting the operator to switch the call to a second operator equipped with a compatible keyboard.

The police equipment then automatically sends a signal that prompts the caller's keyboard to print out a series of questions about the emergency. The operator and the caller can then exchange written messages.

According to Police Chief Maurice T. Turner Jr., the new system will reduce by 45 seconds the time it takes for a nonhearing individual to call in an emergency.

The exclusion of the deaf community from the 911 system, Christian told LEN, has hounded the department for some time. He added that, based on information he obtained at communications seminars throughout the country, the problem is one which many other major city departments face as well.

"This was a national dilemma," he said. "The people I was talking to were from San Francisco, Houston and San Diego — major

departments. We were all concerned that a major section of our community was left without the very top level of service."

The problem was especially acute in the nation's capital, however, because that city is home to Gallaudet University, the leading school for the deaf in the country. "It was very pointed for us," said Christian. "We work very diligently with the college as well as with a private organization called Deaf Pride."

The new system was installed at virtually no cost to the police department, because the agency already had the TDD keyboards. The Chesapeake & Potomac Telephone Co., with which the police department has a good working relationship, donated the technical assistance needed to incorporate the machines into the 911 system.

"It was a very simple process they came up with," said Christian.

Other police departments, he said, have shown great interest in the technology. "I passed on the minor technological changes they will have to do to come up with the same capabilities," said Christian.

Desperately seeking Oriental DEA agents

With an estimated 70 percent of the heroin on New York City streets supplied by ethnic Chinese and Asian drug rings, the Drug Enforcement Administration has launched a massive recruitment campaign aimed at the city's Asian communities.

According to DEA spokesman Robert Feldkamp, the lack of Asian-American agents is critical throughout the country but is being felt most acutely in the Northeast and on the West Coast. Out of some 2,800 DEA agents, he said, only 35 are of Asian descent.

"Asian-American recruitment has been a major push here for at least the last eight years — especially so in the last two because of the increasing emergence of ethnic Chinese who are bringing heroin into the country," Feldkamp told Law Enforcement News.

Apparently, the problem of hiring qualified Asian-Americans is not unique to the drug agency. "Everyone wants minorities," said Feldkamp, adding that DEA faces intense competition not only from other law enforcement agencies but from the private sector as well.

"They are looking for college-educated, bright, young minorities," he observed. "We do require — etched in stone — a college degree. But our entry level pay is in the 20's and the private sector can top that very easily."

In New York, where the problem appears to be most critical, only 10 of the 300 agents assigned to the DEA field office speak

Chinese. Officials fear that Asian drug cartels may become as firmly entrenched in the city as the Mafia.

Of some 700 applications received by the DEA in the 14 months since its last campaign to recruit from the city's Asian community, not one was from an Asian-American.

"There is a critical shortage of Asian agents," said Robert Stutman, head of DEA's New York office. "Now is the time for us to address this, before it endangers our effectiveness."

Recently a team of four agents published articles about recruitment in Chinese-language newspapers, launched a drive at area colleges and approached other agencies in their bid for candidates.

"Just as our law-enforcement efforts have had a more difficult time penetrating the Asian community," said Stutman, "our recruiting efforts there have also been more difficult."

Asian-American youths, said Feldkamp, are not traditionally raised to enter law enforcement. "It is a problem which we again confront," he said. "Law enforcement is not high on their priority list."

The agency is also in need of other minorities, such as Hispanics, to operate in border states. The problem there, however, is not as crucial, according to Feldkamp. "We are able to recruit more Hispanics," he said. "They number about 250 or 260."

Around the Nation

Northeast

MARYLAND — Howard County police officials have issued new guidelines for frisking suspects, in an attempt to minimize accusations of misconduct. Under the new guidelines, male officers are prohibited from touching the breast and genital areas of female suspects, and female officers are barred from touching the groin area of male suspects.

MASSACHUSETTS — The Quincy housing authority has begun seeking access to criminal records in order to weed out housing project applicants who have records of drug offenses.

NEW YORK — Convicted heroin dealer Agapito Lopez has been ordered to pay \$2.2 million in restitution to fund drug rehabilitation centers in New York City. The order is said to be the first use of the state's victim-restitution law in a drug-trafficking offense.

RHODE ISLAND — Brian Sullivan, a 28-year-old Lincoln resident, has entered a 12-week police academy training program after winning a three-year fight to become a police officer. A state Superior Court judge ruled that Sullivan, who is deaf in one ear, was unjustly barred from a law enforcement career by a rule requiring him to be able to hear a whisper in each ear.

Southeast

FLORIDA — The state Department of Law Enforcement is seeking to build an \$11-million headquarters in Tampa. If approved by the Legislature, it would reportedly mark the first time that agents and lab technicians are working out of the same regional site.

Two Alachua County sheriff's investigators have been placed on six months' departmental probation after botching a takeout assignment. The officers patiently watched a stolen motorcycle around the clock for 17 days, in hopes of nabbing a burglar linked to nearly 200 break-ins. While one officer took a two-minute bathroom break, the motorcycle disappeared, according to the Gainesville Sun.

MISSISSIPPI — Gary Stokes, a town marshal who said he had been kidnapped by burglars, faked his highly publicized disappearance, according to a state Highway Patrol investigator. Stokes, the only full-time policeman in Blue Mountain, disappeared March 31 after calling for support while investigating an attempted burglary. He reappeared the following day, claiming to have escaped from his captors. Investigator Larry Rickels said Stokes fabricated the abduction tale, but added that a motive for the falsehood had not been uncovered.

TENNESSEE — The State Senate has approved a bill that gives local school districts the right to conduct urinalysis tests on students suspected of using drugs or alcohol on school property. The bill, which differs from another school drug-testing measure under consideration in the House, allows individual school districts to develop policies that govern the testing of students.

The state House has approved a bill to create a new category of first-degree murder for cases in which a child under age 13 dies as a result of a pattern of abuse. The bill was sent on to the Senate.

Midwest

ILLINOIS — The City of Chicago has agreed to pay \$9.2 million in back wages to settle a 15-year-old

discrimination case involving 729 black, Hispanic and female police officers. The proposed settlement, filed March 25 in Federal District Court in Washington, would require the city to establish a fund to reimburse victims of discrimination. The 1973 lawsuit alleged a pattern of bias by the Police Department in hiring and promotion.

KENTUCKY — Jefferson County law enforcement officials are seeking \$193,000 in Federal anti-drug funds to start a program of drug-testing for probationers and parolees. Officials say the program could help reduce crime and cut prison overcrowding.

Police have linked two Covington-based gangs to a rash of burglaries in Boone, Campbell and Kenton counties, and in Hamilton County, Ohio. Last year, burglaries soared by 82 percent in Kenton County, by 50 percent in Boone, and by 46 percent in Campbell.

MICHIGAN — The city of Dearborn has enacted the state's first law governing realistic toy guns. Under the law, sellers and users of the toy weapons could face penalties if the toy is used in an assault or other crime.

WISCONSIN — Rock County District Attorney James Daley has rejected demands for AIDS testing for a man whose hypodermic needle became impaled in a police officer's palm as the officer was frisking him. Daley said the state's AIDS law merely requires that the sheriff be told if an individual has tested positive.

Plains States

IOWA — Des Moines police officer Daniel Reelitz, 30, has been granted an early retirement after doctors determined that he suffered from a post-traumatic

stress disorder stemming from his accidental fatal shooting of a hostage during a 1987 incident.

KANSAS — A House committee has approved a bill that would allow the state to order drug testing for the Governor, Attorney General, cabinet officials and all state employees authorized to carry firearms.

NEBRASKA — The Legislature has approved the use of videotaped depositions in felony cases involving children under age 12, in an effort to protect young victims and witnesses from the rigors of courtroom testimony.

The City of Columbus has agreed to pay \$20,000 to settle lawsuits by two former police dispatchers. The plaintiffs had charged that former Police Chief Wes Baxa made sexual advances toward them.

WYOMING — State correctional officials are considering a plan to keep inmates under house arrest, using electronic tracking devices, instead of in prisons. Up to 60 convicts would participate in a trial program, which would enable the offenders to leave their homes only for work.



ARIZONA — U.S. Attorney Stephen McNamee has said he will notify Indian tribes in the state that, in his view, the tribes' video bingo and card gambling operations are illegal. The Pascua Yaquis, the first Arizona tribe to operate gaming tables, insist that Indian sovereignty gives the tribes the right to establish their own gambling laws.

COLORADO — The Denver Police Department last month reopened its indoor pistol range, three years after the facility was closed due to excessive levels of lead. Officers using the indoor range will now use special ammunition with a lead-free primer at the range.

The State Senate has given preliminary approval to a bill that would impose taxes on cocaine, marijuana and other illegal drugs. Under the bill, tax stamps would cost \$100 an ounce for marijuana and \$1,000 an ounce for cocaine. Fines of up to 10 times the amount of the tax would be imposed for noncompliance.

TEXAS — The Dallas Morning News reported last month that top-ranking police officials and other officers have a monopoly on brokering security jobs for colleagues at shopping malls and arenas. A newspaper survey of the nation's 10 largest cities indicated that Dallas has the least

restrictive policy regarding off-duty employment.

Two men were arrested last month in connection with the slaying of Fort Bend County sheriff's deputy Eugene Heimann, 33. Heimann was investigating two burglaries March 21 when he stopped to question two hitchhikers. He was later found sprawled in the center of a country road, shot several times in the back and chest. The assailants made off with Heimann's patrol car, .45-caliber pistol and 12-gauge shotgun. The deputy was the first to be killed in the line of duty in Fort Bend County in 10 years.



ALASKA — The city of Kotzebue, where voters banned alcohol last October, is offering a \$5,000 reward to people who turn in alcohol bootleggers. A telephone hotline was set up to take reports.

CALIFORNIA — Los Angeles Police Chief Daryl Gates and the members of his department are doing a good job of protecting the city, according to a Los Angeles Times poll published last month. The poll said 61 percent of those surveyed approved of Gates's performance. Gates's approval rating was 50 percent in a 1979 poll.

A Los Angeles jury has recommended life in prison for Sang Nam Chinh, 22, who was convicted of killing police officer Duane Johnson and wounding his partner, Archie Nagao, during a 1984 holdup of a Chinatown jewelry store.

HAWAII — The Honolulu Police Department has opened a new \$10-million training center, Ke Kula Makai, on the site of a former dump. The new facility received its first 85 police recruits on April 14.

IDAHO — Gov. Cecil Andrus last month vetoed a bill that would have exempted clergy from reporting information received in confidence regarding child abuse.

OREGON — Multnomah County officials, working with the U.S. Forest Service, have begun putting convicted felons to work building trails and camps in Mount Hood National Forest.

WASHINGTON — A Seattle woman has avoided a 30-day jail term by agreeing to wear a sign for two months saying, "I've been convicted of communicating with a minor for immoral purposes." Julia Guptill-Gilbert, 19, pleaded guilty to sexual contact with two young girls.

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Minneapolis crime is a home-grown problem

A study examining possible links among welfare, crime and migration confounded officials of Hennepin County, Minn., last month when the study found that despite contentions to the contrary, only a small percentage of serious crime is committed by welfare recipients new to the area.

Local juveniles, the study reported, are responsible for the majority of Part I crimes in the county and in the city of Minneapolis, with aggravated assaults and motor thefts accounting for the majority of juvenile arrests. Minneapolis juveniles, who account for 28 percent of the youths in the county,

were responsible for 55 percent of the serious crimes committed by teens in the area.

The eight-month study, conducted by the county's Office of Planning and Development, found that new welfare recipients settling in the county from other states made up only 5.7 percent of the criminal cases in 1984, 1985 and 1986, according to a review of randomly drawn court records.

There is "little substantive evidence" linking migrants with rising crime rates in the county and Minneapolis, according to the report.

Officials maintained that crime rates had steadily declined from

1980 to 1984. By 1986, however, crime rates were 9.6 percent higher in Hennepin County and 33.3 percent higher in Minneapolis than they were in 1978.

"A lot of people, including myself, thought there would be a higher correlation" between migrants and crime, said Judge Allen Oleisky, presiding judge of Hennepin County Juvenile Court.

Minneapolis Police Chief Tony Bouza contends, however, that the data presented in the report supports the crime/migrant connection. "The problem with the report," he told LEN, "is that it will give you facts that will lead you to that conclusion and then

issue an opinion at odds with it."

Bouza said the city of Minneapolis is losing two to three percent of its population of stable white and black families each year to the suburbs. Less stable families migrating from Gary, Ind., Cleveland and Detroit are moving in at about the same rate.



Bouza

"That might not seem like a lot, but when you consider recidivism and that one individual could have a sheet with 40 or 50 arrests in the course of a year, then you could see that one unstable family can cause a tremendous problem in the city," he said.

Bouza also blames the upsurge in crime on the growing number of homeless people who are both perpetrators and victims of crime. In addition, he said, there has been an explosive increase in the at-risk male teenage population.

Although the city's juvenile

population has been on the decline, juvenile arrests there have increased. The study suggests that the growing exodus of middle- and upper-income black and white families to the suburbs is leaving a central city with a population that is increasingly poor, young and disadvantaged.

Arrests of individuals in the 25-39 age bracket have more than doubled from 1980 to 1986, according to the report, despite an increase in the group's population of just 6.8 percent. Judge Oleisky, who calls this group "recycled juveniles," said he believes the majority to have criminal records in Juvenile Court.

The patterns found in the study suggest that Minneapolis may be headed for the same problems that have plagued other larger U.S. cities. "We are beginning to see the same sort of indicators that were present in those cities 20 years ago," said Sandra Hilary, chairman of the City Council's Public Health and Safety Committee.

"I don't think anybody felt very good after we saw this," she said. "It's not good news for Minneapolis or Hennepin County. It makes us realize that we have a lot of work to do."

The study also pointed out that Hennepin County and Minneapolis are experiencing crime trends that are "increasingly divergent" from neighboring Ramsey County and the city of St. Paul, but offered no reason for the difference. The study said differences exist even though both counties administer similar welfare programs.

ABA, Police Foundation join to boost police response to child abuse cases

The American Bar Association and the Police Foundation joined forces last month on a national campaign to improve police response to child abuse.

The three-pronged approach includes the publication of a pocket guidebook for officers, which suggests guidelines for determining if abuse has taken place, when to place a child in protective custody and when to arrest parents.

The ABA will also be offering training to individual departments on the legal issues attendant to child abuse. The Police Foundation plans to undertake a nationwide survey of departments to identify those with exemplary child abuse programs.

"There have been very sporadic efforts in the past to help police deal with both the child abuse phenomenon and particularly the investigative aspects of their

work — the initial involvement police have with reported cases," said Howard Davidson, director of the ABA's National Legal Resource Center for Child Advocacy and Protection.

"By having an easy-to-read pocket guide and having comprehensive legal training available for those police departments that are interested, we're hoping we can do something very, very productive," he told LEN.

The pamphlet, "Child Abuse: A Police Guide," was written by Douglas J. Besharov, former director of the National Center on Child Abuse and Neglect. It discusses five major areas of concern for law enforcement: identification, reporting, investigations, arrest and protective custody.

The booklet goes into detail on such issues as how to identify

suspicious injuries, forms of maltreatment, evidence of suspected child abuse or neglect, guidelines for interviewing children, conditions requiring protective custody, conditions suggesting the need to arrest a parent, situations requiring police involvement and determining whether to accept a parent's version of how the child's injuries were sustained.

According to Besharov, about 1,500 children nationwide died last year under circumstances that suggest abuse or neglect. "Research reveals that, depending on the community, between 35 percent and 50 percent of these deaths involved children already known to the authorities," he said.

According to Marie Leaner, the associate deputy director of the

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Federal File



A roundup of criminal justice activities at the Federal level.

★ Bureau of Justice Statistics

More than 12 million motor vehicles were stolen in the United States between 1973 and 1985, according to the Bureau of Justice Statistics' National Crime Survey. The 12-year auto-theft tally resulted in approximately \$52 billion in total losses, measured in 1985 dollars, before vehicle recoveries and insurance reimbursements. The crime survey pointed out, however, that the number of completed motor vehicle thefts per 1,000 households fell by 21 percent from 1973 to 1985, dropping from 13.3 to 10.5 completed thefts per 1,000 households. There were also approximately 7 million attempted motor vehicle thefts during the period of the survey, according to BJS. Automobiles were the target in 76 percent of the thefts. About 62 percent of the stolen vehicles were recovered.

★ U.S. Senate

The Senate approved a \$1.1 trillion national budget for 1989 on April 14, exceeding its own

spending limits by unanimously approving an amendment to add \$2.6 billion to anti-drug programs for the next fiscal year. The action brings the 1989 allocation to \$6.6 billion, a 91-percent increase over this year's budget level. The budget resolution does not specify how the anti-drug money will be used, but the funds are aimed in general at treatment, education and law enforcement. The budget approved by the Senate, 69-26, goes to a conference committee to iron out differences with the House version, which allocates approximately \$4 billion for anti-drug efforts.

★ Department of Justice

Attorney General Edwin Meese, on a week-long trip to Latin American drug-producing nations, discussed with Colombian President Virgilio Barco Vargas a proposal for an international police force to help restore order in Latin nations where governments are threatened by the violence and economic muscle of narcotics traffickers. The proposal, which is said to have been under consideration by the Administration for six months, reportedly suggests that the multinational force be created under the auspices of the United Nations or the Organization of American States.

Review board still a hot item in Dallas

Members of the Dallas City Council and the Mayor's Advisory Committee on Crime were caught by surprise last month when an agreement they believed they had reached with the Dallas Police Association (DPA) on a Civilian Review Board with expanded powers fell apart within a week.

Monica Smith, president of the DPA, declined to elaborate on why proposals designed to avert a referendum vote on the Civilian Review Board failed to hold up. The proposals had been unanimously approved by city leaders. "I emphasize no compromise or agreement with the city exists," Smith said in a prepared statement.

"No proposal has been received which would form the basis for agreement. Should a substantive proposal be received from the city, the Dallas Police Association board of directors will present the proposal to the membership," she was quoted as saying in the Dallas Times-Herald.

Smith failed to return calls made by Law Enforcement News.

The Civilian Review Board, opposed by the DPA for the past six years, was given expanded powers in December as part of a sweeping package of reforms intended to improve the operations and accountability of the city's police department.

The broadening of the board's authority will make it easier for it to subpoena witnesses and conduct its own investigations.

In compromising with the DPA, the Mayor's Advisory Committee, which had drafted and urged many of the reforms, agreed to guarantees that officers brought before the review board

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ERRATA

An article in the March 29 issue about Federal pay scales incorrectly identified Thomas Doyle, the vice president of the Federal Law Enforcement Officers Association. The article also misstated the party affiliation of Senator Dennis DeConcini, an Arizona Democrat.

People and Places

Never on sundae

In the hierarchy of police corruption, the worst fiends are known as the "meat-eaters" — those who actively seek graft. "Grass-eaters," on the other hand, do not look for trouble but do not turn down what comes their way. So where does the ice cream-eater fit into the picture?

The New York City Police Department is still trying to figure that one out. It seems that last August, Officer Christine Morgan-Claxton accepted a second scoop of Haagen-Dazs ice cream on her single-scoop cone without paying for it. Or did she?

Morgan-Claxton, it appears, entered a Haagen-Dazs store on a hot summer day to get a one-scoop cone of Oreos and Cream. She had a two \$1 bills in her hand to pay for the \$1.45 treat. An overzealous counterman, however, gave the young officer an overly generous cone. The officer, in turn, left without her 55 cents' change.

Unbeknownst to Morgan-Claxton, however, there was an investigator from the Kings County District Attorney's office at the Haagen-Dazs store who witnessed the whole exchange.

In the report that Investigator Stephanie Scott gave to police, she asserted that "Officer Morgan-Claxton had received two (2) scoops of ice cream and had only paid for one (1). However, after further questioning, certain points were brought to light that were not in the initial investigation. When questioned by Lieut. Lord, Ms. Scott admitted that she was not certain that Officer Morgan-Claxton had ordered a double scoop, only that she had received two (2) and only paid \$1.45, the price of one (1) scoop."

Apparently having money and manpower to burn, the Police Department staked out the Upper West Side ice cream store no fewer than 18 times over the next several months. According to newspaper reports, it was ultimately concluded that November and December were not the best months to be scrutinizing an ice creamery, so the surveillance was called off. Meanwhile, Morgan-Claxton's supervisor, Capt. Jerome Piazza of the 20th Precinct, filed a report stating that the sweet-toothed officer deserved only an admonition for her unwitting flirtation with

corruption.

That assessment, however, did not win the favor of Piazza's boss, Inspector Brian Lavin. Lavin took matters into his own hands, launching a probe that one local newspaper columnist likened to the fictional Captain Queeg's fruitless search for the missing quart of strawberries.

Commenting on Piazza's flimsy excuse for not having Morgan-Claxton drawn and quartered, Lavin wrote: "The one irrefutable fact is that the officer did receive a discount, from which all evidence offered has yet to be corrected."

"The officer's perception [that she wasn't accepting a discount] is not the crux of the matter. Piazza's comments on the 'subjective measurement' of what constitutes one or two scoops is sheer nonsense and that such drivel would be included is suggestive of an attempt to obfuscate the issue at hand," said Lavin's recent report.

Frank Serpico would have been in stitches over this one.

Princely farewell

Following an extended Easter vacation, Dallas Police Chief Billy Prince woke up on the morning of April 12 and realized he no longer wanted to be the city's top cop.

According to a Police Department spokesman, Prince placed a call to City Manager Richard Knight and said he was resigning, effective immediately.

Prince's departure after six years at the helm came after a year of turmoil in which the 45-year-old chief had been the most prominent target of critics in the City Council and Dallas's black community, who contended that departmental racism was a factor in the deaths of several blacks who died in confrontations with police.

It was also charged that Prince has resisted the implementation of departmental reforms and the establishment of greater police accountability in the form of a civilian review board with expanded powers.

A native of Oklahoma, Prince became chief of the department in 1982 after only 17 years on the force. A spokeswoman for the chief, Sgt. Carol Eberhardt, noted a gap between what Prince had accomplished during his tenure,

especially with regard to the city's minority community, and what his critics charged were his failures.

Prince substantially increased the number of minority supervisors on the force, she told Law



Prince

Enforcement News, as well as increasing the overall number of sworn minority personnel. "His recruitment efforts targeted minorities," Eberhardt said.

Prince was also responsible for the Park, Walk and Talk program designed to get officers out of their patrol cars and into face-to-face contact with the community. He set up storefront police stations, Eberhardt pointed out, and appointed a black civilian, Levi Williams, as the department's community liaison.

"The perception and the reality are two different things," Eberhardt said of the community's view of Prince. "It was apparently not recognized or it was not enough. He did all of this within a low budget pushed to the limit and yet they want more."

The department has been harshly criticized over the deaths of several elderly black residents who had been shot by police, in some cases under questionable circumstances. Tensions within

the city and its police ranks came to a head in January, however, when a young, white police officer was killed by a homeless black man as several in a crowd of onlookers encouraged the man to shoot.

The incident prompted Prince to accuse Mayor Annette Strauss and other elected officials of contributing to the officer's death by their criticism of the department.

Several months ago, the City Council approved a sweeping agenda of reforms for the department, including an intensified affirmative action program, the hiring of 150 additional officers and the creation of several top-level management positions for minority-group members.

The Council then put Prince between a rock and a hard place by its broadening of the authority of the department's Civilian Review Board, a body that has been opposed by the Dallas Police Association for the past six years [see story, page 3].

Although Prince's resignation was effectively at once, he indicated that he will stay on as adviser to the department throughout the summer. First Assistant Chief Louie C. Caudell was named acting chief. Local black officials have called for the appointment of a black police chief to succeed Prince.

The old ball game

In addition to its stature as an institution of higher education, Fairfield University in Connecticut can boast of having one thing which, odds are, no other college in the country has — a

former Royal Canadian Mounted Policeman as a starting pitcher for the varsity baseball team.

Mike Arundel, a 29-year-old native of Ottawa, was a Mountie for six and a half years before retiring in 1986. He served at posts in the province of Alberta, doing investigative work and, on occasion, riding his mount at ceremonial functions while wearing his Mountie jacket and campaign hat.

Last summer, Arundel's wife, Pamela, a marketing executive, was transferred to Stamford, Conn., by the computer software company she works for. The house they bought, it turned out, was only a few hundred yards from the Fairfield campus.

"One day I was talking to some guys shooting hoops and they told me Fairfield had a good business school," he told The New York Times. "When I saw the campus and the beautiful baseball field, I decided it was the place for me."

Arundel, who spent a semester at the University of Calgary before moving to the States, is a freshman at Fairfield but is the oldest member of the Stag varsity. "When I came out for preseason practice during the winter, I don't think the coach knew what to make of me," said the 6-foot-2-inch left-hander.

In Canada, where boys learn to play hockey as soon as they are old enough to stand on ice skates, "we don't have high school baseball" said Arundel. "I didn't start playing until I was 18."

Even without the early experience, however, Arundel is not hampered in his diamond skills. According to varsity coach John Slosar, his star Mountie has "good movement with the ball, a pretty good curve and an adequate fastball."

Dallas police union rejects any compromise on board

Continued from Page 3

would not be forced to incriminate themselves. In addition, the city would pay for representation by a private attorney.

The proposal also included a provision whereby any member of the board that divulged confidential information would be removed.

Members of those committees responsible for reaching an agreement with the DPA were reportedly angry with Smith for having misled them. Said Pettis Norman, a member of the Mayor's Advisory Committee: "At every meeting, I asked if these proposals satisfied her and she said yes. The very reason why I did that was I did not want the DPA to come back later on and say we did not address their issues."

Charles Terrell, chairman of the advisory panel, said that the committee had "asked [Smith] to voice all her concerns." When asked if there were any more con-

cerns, said Terrell, Smith said no.

A member of the DPA's board of directors, however, claims that the organization's intentions have been misunderstood. The member, who asked not to be identified, said the association had never intended to compromise and is determined to hold a referendum.

On March 8, the day of the Super Tuesday presidential primary, DPA members collected petition signatures at local polling places in an effort to force a charter amendment election that would seek the dismantling of the Civilian Review Board and require the city to hire 600 additional officers. The officers collected far more signatures than were needed to call for the referendum.

"We have a mandate from our membership to seek a referendum abolishing any and all police review boards," said the DPA board member.

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What They Are Saying

"Law enforcement is not high on their priority list."

Robert Feldkamp of the Drug Enforcement Administration, on the difficulty of attracting badly-needed Orientals to the DEA's agent ranks. (1:5)

Baltimore Police Officer John Kuhn is a cop whose ideas on policing have just come into their own. Years before the nation's police departments began dabbling in the reborn concept of community-oriented policing, Kuhn had been extolling the virtues of foot patrol, of acting as an unofficial liaison between the community and the city government and knowing every person on his beat.

An officer for nearly 24 years, Kuhn is a firm believer in foot patrol. Although he was in a patrol car for a year after joining the force in 1964 and then for a few years during the 1970's, he grabbed every foot patrol post available in the department. He has worked, on foot, in the southeast section of Baltimore since 1974.

Two years ago, the department became part of a Police Foundation study on community-oriented policing. In addition to Kuhn's regular duties as a foot patrol officer, he had to go door-to-door on his beat asking residents to identify what they saw as the primary and secondary problems in their neighborhoods. Many of the problems they pointed out, said Sgt. William Rowland, were not even police related.

"Kuhn did such an excellent job on the project that after it was over, the neighborhood did not want to give him back," Rowland said.

"He is in his natural element as a foot patrol officer," said Rowland. "It was what he did when he came on the force before we got motorized. What goes around comes around."

Said Kuhn: "My life's dream was fulfilled when they put me on foot and I could walk in a neighborhood and really be with people, helping people. I got a chance to really find out the people's problems. I felt like I was part of the area in which I worked."

Kuhn has never had the desire to rise above the rank of patrol officer either. "I wanted to be a foot patrol officer," he said. "I felt as if I had reached the top of the hill."

The hill, in this case, is approximately three square blocks. Kuhn's beat is basically a neighborhood in transition. The predominantly white, elderly population is passing on, he said, and more blacks are moving into the neighborhood. "In another five years or so it should be about 85 percent black," he said.

During his tenure, Kuhn has seen a lot of changes in the city and, more specifically, on his beat. "When I joined the force," he said, "people were saying that we [the department] had already gone through some good years and we're going through a transformation period where things are not as good as they used to be."

Baltimore, he said, saw its share of race riots during the 1960's, as well as the exodus of whites from the city to the suburbs. "After the riots of '68," he said, "we found that we had to have a better means of serving the people and we basically got away from the foot concept and got into motorized patrol."

But cars, said Kuhn, just cannot give to a neighborhood the kind of attention and high-quality service that officers on foot can. "I went through what they said was a better way of doing it, but all it did was get us there after something already happened."



On The Line: A LEN Profile

Officer John Kuhn

Baltimore foot patroller
'married' to his community



Kuhn in his official department photo (top) and while on a visit to Kirby's Grocery Store on his beat.

On foot, though, you are there "before things happen and you can clear them up."

As a police officer, Kuhn went through several changes which he believes has made him both a better police officer and a more sensitive one. Before the Police Foundation project, he had been thinking about calling it a career and collecting his pension. "There is always a time when you want to leave the force. It's at that time, though, that you usually start to enjoy it," said Kuhn.

"Every time I say I want to leave," he said, "something better comes along." In this case, it was the community-oriented policing project.

The program sounded so intriguing to Kuhn that he signed up as a volunteer. When he took over the post he thought that the biggest problems he would be hearing about from the community would be assaults, purse-snatchings and robberies. Much to his surprise, however, the biggest problems on his beat involved friction between residents and city agencies, dogs barking at night and a host of other quality-of-life complaints.

"Once I found out that I was way off on my concept, we started to clean up the problems in the neighborhood and it made me feel good," said Kuhn. The community also felt good, and residents showed just how they felt about Kuhn's attentiveness by sending letters of praise to his supervisors and even to the chief of the department.

"He took his responsibility very seriously," said Tony Pate, a project director for the Police Foundation. "He did get to know everybody. I walked several times on the beat with him and people waved out their window, offered him coffee. He stops in to talk with people."

Said Kuhn: "It's like I'm married to the people in my community. I don't want to leave them."

According to Pate, Kuhn has been responsible for getting trees removed and sidewalks repaired, getting special buses for handicapped children and a variety of other changes in the neighborhood — all in addition to his more traditional law enforcement duties.

Pate said that Kuhn was "the hit of the show" at a recent community-oriented policing conference held in Wisconsin. "Most everybody else was either an academic or manager type. This guy was the one living, breathing, street cop who has just taken it upon himself to make this approach work."

"He is just a unique guy in that he embodies all the values and the concepts that we talk about when we talk about community policing," noted Herman Goldstein, the University of Wisconsin law professor whose strategy of problem-oriented policing serves as a philosophical underpinning to Kuhn's approach to the job. "I was terribly impressed by him. I think what we can see in John is the fact that there are probably many other John Kuhns out there who also subscribe to the same values and perspectives. We've not legitimized this in the past and not sent out a message that that's a form of policing we endorse and want to promote. If administrators can do more to free up the John Kuhns in the world, it would be a major contribution to policing."

Computer training center & laboratory seeks to keep in step with technology

In an effort to help the criminal justice community keep up to date with advances in computer technology, the Criminal Justice Statistics Association (CJSA) and Search Group Inc. have put together a National Criminal Justice Computer Laboratory and Training Center, which is expected to be operational by June. "It is our hope," said Hildy Saizow, CJSA's executive director, "that criminal justice professionals from around the country will come to the center to see and train on state-of-the-art technology which can help them solve real problems in their home jurisdictions."

CJSA, a non-profit organization established in 1974, promotes professional standards for

criminal justice analysts. SEARCH, the National Consortium for Justice Information and Statistics, "is dedicated to improving the criminal justice system through information technology."

The center, to be located in Washington, D.C., represents a partnership of the private and public sector. The project will be funded initially by the Bureau of Justice Assistance, and donations of software and equipment will be sought from private sources.

The computer center, which is based on a similar project established in Sacramento last year, will be used by a variety of Federal, state and local criminal

justice organizations in addition to the 18,000 law enforcement, prosecution, legislative, judicial and correctional agencies that make up the nation's criminal justice community.

Current plans for training classes include prosecutorial case management software, data processing for law enforcement managers, prison population projection software and computer graphics for data presentations.

Other classes may include various crime analysis and law enforcement application software, computer systems planning, advanced statistical techniques for data analysis and data communications and distributed software processing.

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Experts disagree on merits of screening tests

Continued from Page 1

mer, who manages the test for the University of Minnesota. "If you are concerned about knowing whether somebody is emotionally stable, if the job involves high risk or public safety, it seems most appropriate to use MMPI," she told LEN.

Dr. Michael Mantell, a consulting psychologist to the San Diego Police Department, maintains that the MMPI "can be of enormous assistance in interpreting evidence of psychopathology that would present any substantial risk to the potential effectiveness of a peace officer."

Refuting those who say the MMPI is outdated, Mantell noted: "My analogy is to the stethoscope. The stethoscope was invented in the 1800's, and although it's been improved it's an old thing. By itself, the stethoscope may not be all that impressive and glitzy, but in the ears of a competent examiner who knows what he's listening to, it could be extraordinarily helpful."

Assessing Normal Individuals

On the other side of the argument are those who argue that the MMPI is not particularly helpful in screening a normal population, such as applicants to a police agency.

Dr. Martin Reiser, head of Los Angeles Police Department's Behavioral Sciences Unit, said that according to studies of the MMPI done by the Police Department, there were no statistically significant differences among different success or failure groups within a normal population.

"I have serious questions about the utility of the MMPI for normal populations," Reiser told LEN.

"Despite the fact that there are

years and years of study and new scales developed and researched on the MMPI," Reiser noted, "from my point of view it's a very limited instrument with normal populations. It's more useful for screening out deviant populations."

Dr. Robin Inwald, who designed a psychological screening test that bears her name, echoes Reiser's assessment, contending that although the MMPI may be an excellent gauge of pathological behavior, "it is not always so helpful in identifying the more 'characterological' behavior patterns with the less pathological range — such as those indicative of antisocial or excessive dependent tendencies, which also appear to impair law enforcement performance."

It is in the interest of detecting possible impediments to effective police performance that agencies conduct psychological tests in the first place. The widespread move toward psychological evaluation of all law enforcement candidates came into vogue in the late 1960's, when it was recommended by several criminal justice organizations.

Predicting Performance, Fitness

By using personality inventory tests, said Inwald, police departments are trying to predict job performance. "What you want to do is understand the probabilities attached to each applicant for performing well or poorly on the job."

"If you hire without psychological testing, you have a certain liability of hiring a group of people who are not psychologically suited to that position," added Dr. Eric Ostrov, director of public safety evaluation for the Isaac Ray Center in Chicago and a con-

sultant to that city's Police Department.

"Police work lends itself to an unusual degree to an abuse of power," he told Law Enforcement News. "A lot of police work, especially in big cities, is done without strict supervision. You are pretty much alone out there doing what you want to do. The judgment of the person in the field is critical, much more so than most professions."

An emotionally disturbed officer, said Ostrov, could not only wreak havoc within the department, but would be extremely difficult to dismiss from the force. "There is tenure and Civil Service rights and the gathering of evidence and a trial," he said. "It is a very, very difficult process."

And, as in so many other aspects of law enforcement, departments are finding that they can be held liable and accountable for their psychological screening methods should an officer's actions lead to unforeseen, unfortunate consequences.

In one landmark case, the widow of a New York City police

"If you look at our use of the test in our office, you would find that the ultimate decision in hiring or not among major minority groups is essentially the same — perhaps a percentage point different," he said.

As for outdated questions, said the LAPD's Dr. Reiser, pathology has not changed in 40 years. "If someone was paranoid 40 years ago, they're paranoid today," he said.

Complementary Testing

Given the MMPI's specific application to pathological populations, in a law enforcement context it is often used in conjunction with other personality inventories designed to assess normal individuals — tests such as the California Personality Inventory (CPI) and the Inwald Personality Inventory.

The CPI was published during the 1950's by Dr. Harrison Gough and came into use by police agencies during the early 1970's. It is sometimes called "the normal person's MMPI" because it is

too flexible in its assessments of candidates.

Dr. Inwald said that her research showed the CPI to be less sensitive than the MMPI. "The CPI is looking at positive characteristics for the most part and therefore everyone looks good on the CPI," she said. "It only looks at social skills and everybody admits to socially desirable social skills."

Not all the scales on the CPI, said Chicago's Dr. Ostrov, have solid research behind them. Only the socialization scale has backup literature indicating that it correlates with future police performance. "My position is you have research or you don't have research," he said. "I'm in favor of using the socialization scale because it has research behind it."

Nor does Ostrov agree with predicting performance on the basis of personality and style. A police officer, he said, does not necessarily have to be dominant to be good at his job "unless there is research to show that."

Trying to screen in candidates

"If someone was paranoid 40 years ago, they're paranoid today."

Dr. Martin Reiser, Los Angeles Police Department

officer was awarded a \$425,000 judgment in 1981 based on her charges that her late husband's psychological problems could have been diagnosed and treated if the Police Department had conducted proper screening. The widow said the officer's mental disturbance led him to act violently and abusively toward her and eventually was a factor in his committing suicide.

Some Bias Against Blacks? Some experts dismiss the notion of the MMPI being inherently biased against homosexuals — although when the test was developed in the 1940's, homosexuality was still considered an untreatable deviation — but according to Ostrov, a good case can be made for built-in MMPI bias against blacks.

Some Bias Against Blacks?

"You could say it elevates certain scales for blacks as opposed to whites — the schizophrenia scale, for instance. That means that a black is more likely to show pathological on that scale than a white is. There is a cut-off score."

He said the obvious answer would be to use different cut off scores, but that could leave a department open to a suit claiming reverse discrimination. "You are, as usual, in between Scylla and Charybdis."

In Dr. Mantell's judgment, however, the test itself is not discriminatory. Discrimination, he said, could only show up on the part of the interpreter of the test — which can be anyone from a police department psychologist to a city personnel specialist to a centralized computer program.

based on a normal, non-clinical population.

"Just like the MMPI is based on known pathologies like schizophrenia, the CPI is based on known personality constructs, things like dominance, flexibility, femininity," said Robert Most, vice president of research and development for Consulting Psychologists Inc., the company that publishes the test.

With 462 questions, the CPI is a shorter test and not as tedious to take as the MMPI. However, this can be both an advantage and a disadvantage, according to Dr. Bahn, since "being shorter makes [it] a bit more transparent."

"An intelligent, wily test taker can produce a false impression more easily," he said.

Spotting Strong Points

According to "Psychological Assessment for Entry-Level Selection," by Dr. Virginia Pendergrass, the CPI is attractive for police agencies because it assesses and describes strengths in the applicant rather than identifying weaknesses and deficiencies. "The extensive use of these instruments will ultimately lead to impressive national normative information for police populations," she wrote.

In her study, Pendergrass also noted that some scales on the CPI relate well with subscales on the MMPI that identify schizophrenia and depression, thus making the CPI useful in screening out such candidates.

However, the test has been found by some both to lack substantiating research and to be

with the attributes a department might want is more difficult than screening them out, said Bahn. It is also unfair, he said, because it prevents candidates from showing that in their own way they could be effective police officers.

Testing Just for Police

The newest test, and thus far the only one geared specifically toward selection for public safety employment, is the Inwald Personality Inventory, which was developed in 1980 and has been in use in a majority of states ever since.

The exam was developed by Inwald after she had used the MMPI to evaluate candidates for correction officer positions and for the New York City Transit Police Department. "I looked at the MMPI and looked at the candidates being interviewed and I felt that there were many negative behaviors revealed in interviews which were not evident on MMPI," she said.

"That test looks for serious psychopathology, and job applicants tend not to show signs of psychopathologies like schizophrenia. But they may have a lot of antisocial, acting-out behaviors which are not tapped by the MMPI," said Inwald.

The IPI consists of 310 true-false questions arranged into 26 scales that measure stress reactions and deviant behavior patterns, including absence and lateness problems, alcohol and drug use, interpersonal difficulties, antisocial behaviors,

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Issue is detectability in plastic-gun debate

Legislation banning plastic guns — or at least severely restricting them — is likely, the Director of the Bureau of Alcohol, Tobacco and Firearms told the



Burden's Beat

Ordway P. Burden

National Law Enforcement Council recently. ATF chief Stephen E. Higgins said the law might not fully satisfy either the anti-gun or pro-gun forces, but it would aid law enforcement.

As Higgins pointed out, the term "plastic gun legislation" is

something of a misnomer. The issue, he said, is guns that cannot be detected by the magnetometers and X-ray equipment used in airport security checkpoints. "Plastic guns themselves are not the problem," Higgins explained. "The problem is detectability or nondetectability."

Two bills dealing with the issue are now in Congress. The more stringent of the two was co-sponsored by Senators Howard M. Metzenbaum (D-Ohio) and Strom Thurmond (R-S.C.). It would ban the manufacture, importation and possession of guns that cannot readily be detected by airport security equipment. The standards cover size, mass and shape of the weapon. The Metzenbaum-Thurmond bill



Higgins

would also mandate continuing research by the Federal Aviation Administration to improve detec-

tion devices so that they can detect even smaller weapons. Violations of the law would be felonies.

In the House, a less sweeping measure has been introduced by Representative William Hughes (D-N.J.). The Hughes bill outlaws possession (but not manufacture, importation or sale) of all-plastic weapons and makes violation a misdemeanor. If any of the five main parts of a gun — frame, receiver, barrel, slide or cylinder — were metal, the weapon would be acceptable under the Hughes bill.

Higgins said that only three handguns currently being manufactured — .22's and .25's made by North American Arms — would be banned under the Metzenbaum-Thurmond bill. About 225,000 are now in citizens' hands, he said, and they would be "grandfathered" by the bill so that their owners would not have to give them up.

The ATF director said the National Rifle Association has circulated a two-page list of weapons which it claims would be banned by the bill. Nearly all of those on the list, he said, are curios and relics that are no longer being manufactured, and thus are not outlawed, or are too large to meet the size and mass test outlined by Metzenbaum-Thurmond. On the NRA list, only the three small models from North American Arms would in fact be banned from future production after the effective date of the law, Higgins said.

In an inconclusive test of political strength, the Metzenbaum-Thurmond bill was tacked on as an amendment to an unrelated bill, which was defeated, 47-42, in the Senate. But, Higgins said, "the fact that it lost by only 47-42 shows that there's a fair amount of support in the Senate for the Metzenbaum-Thurmond bill."

Attorney General Edwin Meese

is "very much committed to doing whatever is necessary to make sure that the next influx of technology doesn't come up with a gun that you're going to be able to take right through the metal detectors and X-ray," Higgins said. "The legislation may have to be less than the Metzenbaum-Thurmond bill, but I think it's achievable and worth working for."

He was supported by Joseph A. Morris, Director of the Justice Department's Office of Liaison Services. Morris, whose office serves the needs of law enforcement agencies, said the Attorney General is seeking legislation that "number one, will pass with a minimum of 'bloodshed' and breaking up of the law enforcement alliance, and second, that will tackle the job for the long haul of dealing with the problem of nondetectability of firearms."

"One thing we know," Morris continued, "is that technology is not static. It may not be technically possible today to have a totally plastic gun, but that day is surely not very far around the corner. So as Steve Higgins has correctly pointed out, the crucial thing is not banning weapons; it's making sure that law enforcement can tell there is a weapon when it needs to know."

The National Law Enforcement Council is a coalition of 15 major law enforcement organizations, which this writer chairs. The executive heads of these associations meet periodically in Washington to hear top-level leaders in government and to discuss issues in the criminal justice field.

Ordway P. Burden is president of the Law Enforcement Assistance Foundation and chairman of the National Law Enforcement Council. He welcomes correspondence to his office at 651 Colonial Blvd., Washington Twp., Westwood P.O., NJ 07675.

Looking for patterns on MMPI and other psychological tests

Continued from Page 6
and suspicious, anxious or rigid tendencies.

Preliminary tests done by the Los Angeles Police Department indicate that the IPI shows more in the way of personality variance than the CPI can. "We don't feel, though, that we've proved anything about the IPI because we won't know that till down the road when we are able to do some testing and retesting," said Dr. Reiser.

Dr. Ostrov, an admirer of the IPI, said that the test has worked very well in Chicago. "I use it as a sort of pen-and-paper lie detector test," he said. "I happen to believe that there is no greater predictor of future behavior than past behavior. It has scales on alcohol abuse, drug abuse, job difficulties, and those are the kinds of issues that go to the heart of what we are trying to get out."

Looking for Patterns

The interpretation of standardized personality tests will vary from place to place, but a consensus of experts indicates that the tests themselves should be looked at as a pattern, with no single answer having individual significance except in terms of a follow-up on an oral interview.

"The content of the individual question [on the MMPI] is relatively unimportant when taken in the context of a computer

matrix scoring this in hundreds of different ways on numerous scales," said Mantell.

One true-false question on the MMPI, for example, reads, "I believe no one should ever taste an alcoholic drink." If an applicant answers enough questions of that nature true, said Mantell, then one can arrive at a picture of a moralistic, rigid individual.

In the case of Los Angeles, psychological tests are both administered and interpreted by a psychologist. Ostrov said that Chicago uses a computer to interpret MMPI readings. "What most people do is eyeball it," he said. "We take a different position. We feel that if you have a rule it should be quantifiable. If your eyeball can do something, you should be able to state what it does. If you could state what it does, then you could tell the computer how to do it."

According to Bahn, the task of interpretation usually falls to psychologists, although trained police personnel could also do the job. "They don't have to be psychologists as long as they treat borderline cases as tentative and seek expert advice," he told LEN. "The test scores speak for themselves."

Cost-Effectiveness an Issue

Standardized tests, however, are only one component of a battery of methods used by police departments to screen candidates. One of the most appealing aspects of testing, according to Ostrov, is its cost effectiveness.

"If I had to put my money somewhere I would put it on a background check," he said, "but a background check can be 10 times as expensive. If you give me an \$800 background check as opposed to \$50 psychological test, I may be able to come up with more information on my test than on the background check."

"If you did an \$8,000 background check then you

would be able to blow away my test," he added. "The difference is so extreme that any department has to weigh that."

Any psychologist who uses a standardized test as the sole means of accepting or rejecting a candidate, said San Diego's Dr. Mantell, is practicing "incompetently."

The best method of evaluating a candidate, noted Bahn, is really a two-step procedure by which "you have the test results and where any questions that come up you set against interview data. Then you get a higher level of prediction."

Bahn also emphasized the need for an appeals process whereby an applicant can explain his test score and, in some cases, have the score overlooked in deference to other overriding information.

[In a forthcoming issue, LEN looks at the personal-interview component of psychological screening.]

Aiding endangered children:

Guidebook looks at child-abuse

Continued from Page 3

Illinois Department of Children and Family Services, the new child-abuse booklet could become a national standard for police in dealing with such cases.

"I think it certainly has been circulated nationally and the American Public Welfare Association and other child welfare professional groups and associations participated in the drafting of the document. I would certainly support the final version."

In addition to the pocket guidebook, the ABA and the Police Foundation will be developing model policies for police departments in the handling of child abuse cases.

With funding from the Justice Department, the two organiza-

tions will examine how departments implement state laws on the reporting of abuse cases and how they coordinate with other relevant agencies. They will identify departments with admirable programs as well as look at significant omissions in existing policies.

Said Hubert Williams, the Police Foundation's president, "We have found a deep and growing desire among police departments across the country for guidance on implementing policies that are responsive to the needs of endangered children."

A model policy will be created, he said, which will insure the prompt transmission of police reports on abuse to child protective agencies, prompt police

response to such reports and the proper handling of such cases.

Legal training will be provided by the ABA's Child Advocacy Center, which can supply individual speakers or set up an entire educational program that would include such topics as case investigation, testimony in criminal and juvenile court proceedings, and the handling of child victims.

The project will be monitored by an advisory board chaired by New York City Police Commissioner Benjamin Ward. The panel also includes Leaner, Sheriff John Duffy of San Diego County, Omaha Police Chief Robert Wadman, and Rebecca Roe, Prosecuting Attorney for King County, Wash.

Coming up in LEN:

Why America is losing the great drug war.
A long-time detractor says police are among the war's victims, and appeals for reason and drug reform.

Wadman:

Police & their understanding of ghetto life

By Robert C. Wadman

There is a curious thinness to the thoughts and emotions that surround police relationships to ghetto neighborhoods. In this thinness lies the haunting failure of a dim history just beyond our recent memory. There, nothing is really known about the causes of urban unrest, just the cloudy outlines of huge events — Watts, Newark, Detroit and so on.

Could it happen again?

Staleness has been the dominant illness of America's police organizations. There is an air of impoverished drabness, of tired routine, of stagnant monotony in most police functions but it is particularly acute in the lack of insight into urban problems. The symptoms of the illness afflicting America's police are: conformity, with only failure to conform to; timidity, expressed in reliance on past practice, and job security, which creates decisions based on survival rather than productive change.

The clues to racial unrest are available, but America's ostrich mentality prevents their discovery. The wisdom to solve this issue is not housed in free thought that we agree with, but free thought that we fear and hate.

Can America's police defuse ghetto problems and prevent urban unrest? An affirmative answer to this question is the unthinking assumption of most Americans. Currently, most of us have a

mongrel idea about ghetto life, a grab-bag of notions collected at random to form our ideas and fused together with limited information.

Of course, not every thought offered here will speak to every reader. The impact of certain ideas may in fact seem obscure. The purpose here is to present a sequence of thoughts that identify the influence of police practice on ghetto neighborhoods. I have chosen to proceed from four premises or suppositions which point out the problem and the lack of understanding that currently exists in America's police organizations.

1. Whose Tradition Is Maintained?

The words "law enforcement" and "sustaining tradition" are synonymous. From the rules controlling a tribe of aborigines to contemporary state legislatures, man has developed guidelines in an attempt to live in an organized social environment. The traditions of any society, whether based on religious belief or agreed to by the majority, are sustained by a commitment to a given set of rules. Whether outlined in Exodus 20:15, "Thou shalt not steal," or in a state penal code, the taking of a neighbor's personal property has always been viewed as inappropriate behavior and worthy of efforts designed to prevent it or keep it from recurring.

As a society's tradition's develop,

there also develops a concomitant need to insure a commitment to the emerging traditions. The American criminal justice system is itself nothing more than a mechanism for sustaining our traditions. The curse of a tribal witch doctor and the sentence of a district court judge have the same end product — the sustaining of tradition.

The paradox of this effort is the realization that change is needed in the very organization whose responsibility it is to sustain the current traditions of society. As change in society emerges, either by legitimate means such as legislative process or by questionable means such as civil unrest, the police find themselves in the forefront of attempts to maintain the status quo in a dynamic society.

A fleeting glance at the history of

police thinking and practice demonstrates that America's police organizations have held tenaciously to past practices. The commitment to the past is strongly felt and defended not only by the police, but often by a public that feels secure in the stability of traditional police effort. The same public, which at times recognizes and criticizes the inefficiencies of the police, still reacts negatively to major changes in their police.

Yet if the terms "sustaining tradition" and "law enforcement" are synonymous, some questions need to be answered. If America's police organizations consist of

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Robert C. Wadman is the chief of police of Omaha, Neb.

Coon:

Badge & baccalaureate: they go nicely together

By Thomas F. Coon

Today's police officer had better grab his books and scurry off to college if he has any hopes of climbing up the ladder of success in his profession.

On March 16, 1988, New York Police Commissioner Benjamin Ward announced that police officers seeking promotion to higher ranks will have to have completed two to four years of college.

Commissioner Ward, the proud holder of a doctorate in law, has long been an advocate of higher education for ranking police officers. Pending the outcome of a legal action filed by the city's police union, Ward's order will affect 18,462 police officers and detectives who have applied for a sergeants' test on June 25, as well as sergeants who have signed up to take the lieutenants' test on June 18.

Understandably, the order does not apply to the 2,884 sergeants, 913 lieutenants and 310 captains already in rank. They will, however, have to conform with the new regulations in the future when seeking higher rank. At that juncture, applicants for sergeant will have to have completed 64 credits (two years of college) before they can earn their stripes. Lieutenants will have to have completed three years of college, and a baccalaureate will be required for captains.

Commissioner Ward's announcement will cause shock waves in the police profession nationwide. Yet it really should not come as too great a surprise to police administrators and the men and women in the field who have been keeping abreast of the thinking in this arena. Inevitably, a move such as Ward's had to come about, notwithstanding lawsuits designed to delay implementation.

In 1967, the President's Commission on Law Enforcement and Administration of Justice recommended that "the ultimate aim of all police departments should be that all personnel with general enforcement powers have baccalaureate degrees." In September 1973, the Na-

tional Advisory Commission on Criminal Justice Standards and Goals recommended that all law enforcement agencies require a four-year college education for officers by 1982.

The debate over the need for and desirability of entry-level college requirements is still in progress. For the time being, however, many police leaders hold to the view of Jerry Wilson, the highly regarded former police chief of Washington, D.C. Wilson is opposed to entry-level college requirements, but is a strong supporter of policies that en-

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Thomas F. Coon is retired as the director of the Police and Fire Academy of Bergen County, N.J.

Other Voices

A sampling of editorial views on criminal justice issues from the nation's newspapers.

City must unite on police plan

"The Dallas City Council should vote unanimously today to affirm the changes in the police review board worked out by Mayor Annette Strauss' Advisory Committee on Crime and the president of the Dallas Police Association. The amendments will mean no real losses on either side. This is the time for a united front. Without it, more hell could break loose. The council's public safety committee endorsed the proposals. They would guarantee that officers would not be forced to testify against themselves and that the city would pay for a private lawyer to represent them. Also, any review board member who divulges confidential information could be removed from the panel. The compromise does not remove the review board's power to subpoena witnesses, a key demand made by minority council members when the council recently changed the review-board ordinance. The Dallas Police Association has more than enough signatures on its petitions to force a city charter election on killing the review board. DPA president Smith has demonstrated responsible and effective leadership in negotiating new language to clarify the review-board ordinance. The mayor's crime committee, working with Officer Smith, has reached a sound settlement of a volatile issue. The council should approve the agreement unanimously. Then the police association should move with dispatch and good faith to uphold its side of the bargain."

— The Dallas Times-Herald
March 23, 1988

Get serious, America

"It's going to be the toughest job. But it's absolutely necessary. It could do more to bring the narcotics scourge under control than any other effort. That task: Get serious. Not just about the victims of hopelessness, the street junkies. But about the thousands of Americans at the top of their social, economic or professional heaps who are sniffing, popping, snorting, smoking or shooting up at this moment. Name a vocation, a role, a profession, an enterprise, and the public record will yield names of Americans who have fallen prey to drugs. And unless they die from the stuff, today most of the rest of America holds them blameless. That's wrong. Nancy Reagan put it just right: 'If you are a casual drug user, you are an accomplice to murder.' If this nation, state or city is to begin to get the problem in hand, the 'casual drug user' must become a pariah, an object of scorn, not of glamor or sympathy. By their example, those accomplices to murder trivialize law enforcement, treatment and education programs, the leaders and laborers of the anti-drug crusade. They kill kids, as surely as a knife twisting in the guts of a nine-year-old."

— The New York Daily News
March 31, 1988

Letters

To the editor:

Having read the article concerning triple accreditation for the Pinellas County Sheriff's Office [LEN, Feb. 29, 1988], I feel compelled to write this letter.

First, I am a member of the Palm Beach County Sheriff's Office. My agency was accredited by the Commission on Accreditation for Law Enforcement Agencies on March 20, 1988. In addition to that accreditation, my agency has been accredited by the American Medical Association in 1984, the American Correctional Association in 1985, and again in January 1988, making it the only sheriff's office in the nation to "hold" the Triple Crown.

I would suggest that Sheriff Coleman's staff of researchers go back to school and learn how to research. To quote an old adage, "A bird in hand is worth a whole lot more than a bird in the bush."

ANTHONY F. O'BRIEN
Captain, Staff Inspections Bureau
Palm Beach County, Fla.
Sheriff's Office

In every profession there is a core of individuals who take the traditions, practices and policies of that profession and synthesize them into concepts. Certainly the law enforcement profession is no exception. Mark H. Moore, who comes from a long line of celebrated intellectual forebears, is one of the newer breed of such individuals. The bearer of a bachelor's degree summa cum laude from Yale and a master's and doctorate from Harvard, the 41-year-old Moore, who sports a resume boasting more publications than you could shake a nightstick at, is the Guggenheim Professor of Criminal Justice Policy and Management at Harvard's John F. Kennedy School of Government, a position he has held since 1979.

It is difficult to summarize his concepts of American policing in only a few words. There is a genuine danger of doing an injustice to Moore's well-crafted yet elaborate ideas by trying to synopsise them. Using adduction to reach general definition, Moore's systematic method of questioning and analysis is reflected in his writings as well as in his discourse. The beneficiaries of his Socratic thinking are not only the Ivy Leaguers who attend Harvard, but also numerous senior command personnel from police departments nationwide. Moore chairs the Kennedy School's Executive Training Programs, which

are run in conjunction with the Police Executive Research Forum and utilize the case-study specialists on the faculty of the Harvard Business School. One veteran police executive who attended a Mark Moore training session described the program simply but powerfully: "Wow!" The training is designed, according to Moore, so that a command officer comes away seeing himself "as a manager of a public sector enterprise, rather than a supervisor of officers in a sacrosanct institution."

Moore envisions the future of policing as one that develops and encourages individual discretion, where middle managers act as "coaches" and where "the front-line officer is taught to be the person who embodies... the values of the profession." He maintains that the traditional military model of policing has a number of built-in flaws, such as a vertical organization with countless levels of supervision and a management style that restricts innovation to the very top of a department. Moore's alternative for police organizations would be a corporate model, one that changes the current "production line approach" of many police procedures to a "job shop" approach that inhibits routine and spurs innovation. In keeping with the corporate analog, Moore is concerned that public policing's competition, private

security, is taking away "market share," a situation that he believes "will exacerbate the inequality in access to protection." Moore is a proponent of community-oriented policing, although he does concede that "there is a great danger" insofar as there may be occasions when the police are obligated to say "no" to community demands — particularly when such demands impede civil rights and liberties.

As exacting a critic — constructively speaking — as Moore can be of police and law enforcement policy, he makes clear how he feels toward the profession generally: "I like the police and wish they would prosper." If Moore's assessment of the current and possible future state of police management is any reliable guide, policing may indeed prosper in keeping with — or beyond — anyone's best hopes. In a field undergoing "a great deal of ferment" at present, says Moore, "there's more room for leadership and innovation, and more capacity for it, than there was a generation ago." The potential and capacity reach to the bottom ranks of the department, where Moore says there are "officers that could make a bigger contribution than they now imagine, if only they could believe that the managers were serious when they asked it from them."

"I have my doubts about whether [the military model of policing] was a suitable form in the past, and even more about whether it's a suitable form for the future."

Mark H. Moore

**Professor of criminal justice policy
and management at Harvard University's
Kennedy School of Government**

**Law Enforcement News interview
by Marie Simonetti Rosen**

LAW ENFORCEMENT NEWS: For most of this century, police agencies have been structured along quasi-military lines. Is this still a viable organizational structure as we approach the year 2000?

MOORE: I think the quasi-military structure existed at the outset for two different reasons, one that became relatively more important compared to the other. The most important initial reason was that the police had been brought together in large units to control urban riots. The second reason is that people like the image of a disciplined force that was completely responsive to following orders from the top. Over time, I think that second justification became the strongest justification — the image and, perhaps, the reality of a disciplined force.

I have my doubts about whether that was a suitable form in the past, and even more, therefore, about whether it's a suitable form for the future. An awful lot of police work necessarily involves discretionary judgment. It requires adapting laws and rules and actions to particular situations. There was always an irreducible amount of discretion in police work, and we've always treated that as though it were a problem that had to be exorcised. But I think we've changed our approach and

said it's inevitable, so why don't we try to make a virtue of it and try to think of how we would run an accountable police force that included within it a large amount of individual discretion. That would give us a different picture of the organizational form that we want to follow. The different picture that one arrives at is of a professional organization that is relatively flat — one that doesn't have a lot of different levels — and where the front-line officer is taught to be a person who embodies both a high degree of professionalism — in the sense of knowing how to do his job and having the appropriate level of experience and training to make accurate judgments about how he ought to behave — and also in the sense that he understands the values of the profession he's a part of, and seeks to express those values through his actions. So instead of getting accountability through writing down rules and procedures and then layering people with lots of levels of supervision to make sure they comply, we might be able to get accountability by inculcating in the police organization an appropriate set of values, and let those values guide the inevitable discretion that's there. The price for that, from the vantage point of the police, would be the same as the price that doctors are now paying, which is essentially vulnerability to liability suits. I wish police officers facing that choice would choose to go in the direction of professionalism, but I suspect many of them would prefer

the security that comes from the current organizational structure.

LEN: A number of police departments are experimenting with things like participatory management or quality circles. Is something happening out there in the way of looking at different approaches to police management?

MOORE: The answer is "I hope so," but I'm not sure. There are a couple of different ways to think about what's going on. One is to ask, "How is our picture of the role of the front-line supervisor or mid-level manager changing?" — and if there's one thing that police have a lot of, it's mid-level managers and front-line supervisors. In the traditional theory of managing police bureaucracies, the job of the front-line supervisor and the mid-level manager was to insure compliance with the rules. So as a result, when an officer thought a situation required an adjustment in the rules, or a different way of handling it, and he went to his superior officer to get permission, chances are he would be denied because it was the job of the managers to make sure that people stayed within the rules. What may now be going on is a shift in the role of supervisors and managers to people who coach their front-line officers, teach them how to do

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"The police represent a certain bundle of assets, and the task of the management is to find the highest value use of those assets for a particular city or a particular point in time."

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the job, remind them of the important purposes and values of the organization, teach them the appropriate techniques, and, perhaps most surprisingly, give them permission for adjusting the rules in particular instances. Again, I'd like to see that backed up by some kind of accountability, but I think that the image of the supervisor as one who says when it's a wise judgment to break a rule in the interest of advancing the broader purpose of the organization, as opposed to having a supervisor that is always insisting on the appropriateness of the rules, is an important shift at this moment.

LEN: Many police chiefs, particularly those in larger cities, would argue that a military model, even today, promotes the kind of discipline that is needed to handle emergency or life-threatening situations. How do you view this argument?

MOORE: Well, as to the question of whether this form of organization is consistent with the requirements for disciplined action, I think the crucial distinction is whether you need disciplined action from individuals, or thoughtful, disciplined action from large collections of individuals. The paramilitary form gives you a powerful advantage in terms of getting disciplined action from large groups of people assembled together, but I don't think it's a necessary condition for getting disciplined action from individuals.

LEN: Many chiefs appear reluctant to incorporate the kinds of organizational changes that would lead to the decentralization of various police functions. What might this be attributable to?

MOORE: That's a hard one. You'd probably be better off asking them. I think that there is an enormous feeling of vulnerability when they are sitting on top of a police organization, because you're surrounded on the one hand by powerful expectations that everything that happens in the police department is your responsibility and you'll be held accountable for it by the political executives, the media and the public at large. On the other hand, there is the sure knowledge about the limitations of your ability to command and control and direct what's going on in the street. That exists, then, as a permanent tension in the minds of those who lead police departments. I think that one of the responses to that is to want to hold on to as much of the reality and illusion of power and control of the police force as possible. So when a proposal comes to decentralize responsibility to the middle levels of an organization, most chief executives of police departments experience that as a violation of their fundamental duty, which is to be accountable for the performance of the department as a whole, and a source of great anxiety, because all of their lives they have fought for increased control rather than decreased control.

LEN: What would a corporate perspective of policing look like?

MOORE: The model that we're trying to develop is one where we would say the police represent a certain bundle of assets, and the task of the management, then, is to find the highest value use of those assets for a particular city or at a particular point in time. We've been accustomed to thinking about the organization as though

we knew the objective or the product that they were trying to produce, which meant crime control through law enforcement, which meant, at a lower level of abstraction, patrolling in cars, rapid response to calls for service, arrests attendant upon retrospective investigations of crimes. And we have therefore deployed the police as though that were the proper product to produce, and any deviation from that represented a waste of police resources.

Now that sounds like a very reasonable and rational way to behave, but if you think about it from a corporate point of view for a minute, very few corporations begin and stay with a fixed idea of what their product is going to be. Instead, what they do is start with the question of what their organization now consists of, what it's able to do, and then look for the products that could be produced that would create a lot of value for the employees, the managers and the shareholders of the organization. If you were to take that perspective into policing, what you would say is, "I'm sitting on top of an organization that has a large number of resourceful, well-trained people available 24 hours a day throughout the city on immediate call from citizens, and carrying with them the authority of the government to act," which turns out to be a handy way of solving all kinds of disputes, ranging from child-parent disputes to disputes about who's going to be able to use the intersection next in a situation where the light is not working. So one then asks the question, if you were a corporate manager and you had that asset at your disposal, and the job was to maximize the value of that force to the city that you're a part of, how many different ideas could you have about how to use that? The answer turns out to be far larger than the set of ideas that we're now working with. Of course, that would then get the police involved in a lot of activities that they would not think are, strictly speaking, law enforcement or crime fighting. But one could then ask the question, what's the value of that set of activities as distinct from law enforcement and crime fighting, or, even more interestingly, what's the value of those activities in strengthening a relationship with the population that would, over time, strengthen the joint capacities of the community and the police to address the crime problem? I think one of the strongest feelings we have is that there is more value to be gained from activities that don't look strictly like crime-fighting than the police are now acknowledging.

There's one other angle to thinking about a corporate perspective that might be helpful, and that would be try-

"We know more about how to reduce people's fears than we know about how to reduce the actual level of victimization."

ing to figure out who the competition is, and how you're doing relative to the competition. One of the things that has made us a little bit nervous about the current strategy of policing is that it seems to be losing its market share in the security business. If one were to look across the country and think broadly about what people were buying to make themselves less afraid and deal with the real risks of victimization, one would see that while investments in police departments aren't declining, they are getting smaller relative to the investments that are being made in private security. By private security here, I mean things ranging from commercial security guards through neighborhood block watch groups through the purchase of guns and alarms and dogs by individuals for their own protection. What I find worrisome about the growth in that mass of private security is essentially three things. One is that the police are missing a great opportunity and, since I like the police and wish they would prosper, I wish they would not lose market share. The second is that the characteristics of the society that one ends up with in a world where those private mechanisms of security have begun to get strong relative to the public is very dissatisfying. You can easily see the difference between living in a society where the way of providing security is everybody buying a dog or a burglar alarm or a lock and not venturing out on the street at night, versus a society where we've decided to handle our security problems by organizing municipal police departments that guarantee that one can walk in the parks and have access to subways and other public transportation. Since I prefer that second world to the first one, I think the failure of the police to keep up with the demand for private security, or to lose share in the security market, is to lower the quality of life in our cities. The third reason I'm worried about private security is that I think

it may exacerbate the inequality in access to protection and security in our cities. It may be even worse than it appears, because many of the private security investments will not only allow richer people to defend themselves, but will also allow them to claim a larger portion of the available public capacity. If a private security guard apprehends somebody who's eventually going to be investigated and prosecuted by a public criminal justice system. If a person buys a burglar alarm, that's a special claim on police resources.

Policing for the poor

LEN: Some police chiefs postulate that if this trend continues, we'll have a public police system that's reduced to patrolling inner-city ghettos, and private security systems for middle and upper-income residents, setting the stage for more class strife than we've yet seen. . .

MOORE: I think that's an important risk. I'm not crazy about the idea that we end up with one police department with all the public resources going to policing the poor sections of cities. There are two ways to think about the police going increasingly into the policing of poor areas. One is that that's good because then at least we're redressing an imbalance in the access to private security, and it represents a commitment to extending the protection of the law to areas that can't afford to buy that protection on their own. I sort of like the fact that we will be allocating police increasingly to poor areas. On the other hand, I think there's a risk that unless the police feel committed to and connected with those poor communities, it will be natural to feel that they are dominating or controlling a poor population on behalf of a rich population, or that nobody important in this society cares about them, and therefore they don't have to do a very good job in the poor areas. In either of those cases, we would end up with a much less happy situation than we now have. My first preference would be to have more public protection and less private overall, and then have that reasonably and fairly distributed.

LEN: Some have speculated that the increase in private security has happened because police have taken to walking away from property crimes, in deference to handling violent crimes against people. . .

MOORE: I don't think it has so much to do with property crimes versus violent crimes. In fact, I always think of burglary, maybe, as a violent crime because it has the

potential for force and violence. But it seems to me that what our research has told us is that the reason the police are losing this market share in the security business is that they are not dealing with people's fears, let alone having difficulty dealing with the concrete prospect of real victimization. So if the police wanted to reverse that trend, I don't think the idea of doing more on property crime and less on violent crime is the right way to think about it. I would say the right solution to the problem is to find out more about what's making people feel afraid and finding ways that the police department itself can respond to these fears and reduce them. That, of course, was the focus of a series of experiments that was conducted by the National Institute of Justice, and it seems that we know more about how to reduce people's fears than we know about how to reduce the actual level of victimization. If we concentrated on reducing fear, we might be able to restore a lot of civility to our neighborhoods.

LEN: Could this corporate approach to policing enhance creativity and innovation and efficiency?

MOORE: We hope so. It's interesting, because I think our images of innovation are big inventions, and often pieces of technology. What we really need in policing is often not so much brand new innovations but constant adaptations. That is the idea that lies behind problem-solving policing, which seems to me to be a very successful idea — the idea that it's within the capacity of a police force to observe a set of circumstances that are causing a problem for a community, to think through what a possible solution is that would involve other remedies wider than the mere application of the law, and then to experiment with that intervention and see whether it is successful or not, and if not to adapt. In an

Interview: Harvard's Professor Mark Moore

important sense, that changes the image of a police force from what might be thought of as a production-line operation, where you deploy a force of however-many people doing the same thing in response to the same circumstances over and over again, to a picture of a police department as more like what a business school would call a "job shop," where there isn't a routine task. There is a new challenge, a new thing that needs to be put together, and you need to figure out what that new task is, figure out a way to build it, ship it out the door and then wait for the next new challenge to appear. And each of the jobs, then, has its own distinctive characteristics and its own distinctive challenges, so the organization as a whole is perpetually in the business of innovation and adaptation as it copes with the variety of problems that it sees in front of it.

One other thing that's worth noting about innovation, and that's that a lot of what we know about the corporate world, and the conditions under which the corporate world becomes innovative in useful directions, is that the closer the corporations are in touch with their markets, the more innovative and the more useful the innovations turn out to be. In police departments, what that means is trying to get the police officers closer to the communities that they're policing, both through the mechanisms of surveys and neighborhood advisory groups, or even at a lower level by getting the officers out of the cars and talking to people. That would cause a level of innovation and adaptation in police departments that has heretofore been unavailable, but unavailable for an important reason, which was that we didn't want it. We wanted like cases treated alike. We wanted uniformity in the conduct of police operations. That desire to have uniformity has meant that the only place that innovation could happen is at the top, and then only once and forever before it had to stop.

Innovation and department size

LEN: How then would this corporate strategy have to change to fit today's policing needs? After all, there are those corporate management experts who feel that the American corporate sector is slipping, that the best examples of corporate productivity are occurring in medium-sized businesses, not the big ones.

MOORE: I don't know if anybody's ever done a study about the diffusion of new ideas through police departments as a function of their size, although that would be a study worth doing. But my impression is that big departments support lots of what I would describe as program innovation. They develop a new program or a new approach to a particular subject, and they often are the ones who are able to find the resources to design and experiment with a new program. The usual fate of those, however, in big police departments is that they die, and they disappear once the initial impetus for the creation of the program has faded. I think that the mid-sized police departments are the ones that are seemingly more in the business of going through changes of fundamental approaches to policing, so that you have less programmatic innovation but perhaps more strategic innovation. The departments that I think are undergoing some rather extraordinary changes in the way they conduct policing are Newport News and Houston. Newport News is sort of right smack in the middle of the medium-sized ranks, and Houston is toward the upper end of that bracket. So I guess it is sort of analogous to the challenge facing corporate America. An awful lot of the crucial crime-fighting and community-creating work that can be done by police departments is going to be big-city police departments. That's a fact. And they are capable, occasionally, of quite brilliant program innovation, but have not thus far shown themselves capable of a sustained capacity for innovation and development and change over a period of time. Smaller departments, mid-sized departments have shown themselves to be better than the large departments in getting fundamental changes in their operations, but they're disadvantaged by being not exactly where the biggest and toughest problems are to be faced.

LEN: In some cases the bureaucracy lays so heavily on an institution, particular a public institution, that, as Herman Goldstein says, the aim of the institution gets lost somewhere in the shuffle just so that the bureaucracy can be fed and maintained. . .

MOORE: Jim Wilson, who is a theorist of bureaucracies as they are relative to policing, once remarked that bureaucracies were first created when two people got together to move a rock, and once the two people got together, that was the last time they ever thought of the rock. I think that that captures the point nicely. So what one has to ask is, what is it about a bureaucracy that causes it, over a period of time, to stop paying attention to the task, and what might be necessary to get it to pay attention to the task? I think that what causes it to stop paying attention to the task is the comfortable view that somebody else is worrying about that, and that all one has to do once one is in a bureaucracy is do one's job, and if the jobs are appropriately specified and one does one's job appropriately, then it must be that the task is getting done. So people find in bureaucracies and in their job descriptions a reason to stop thinking about the value of what's being created. They feel authorized not to think about what's worthwhile and valuable about what they're doing. I've sometimes said that there are three kinds of people working inside big institutions: some who are ripping off the institution, who are stealing its assets for their personal use, and not necessarily in blatant ways but implicitly by not doing a job or, in policing, cooping on the job or using a little extra force to express oneself at a defendant's expense. They're stealing the assets of the organization by failing to use them appropriately for the purposes for which they're intended. A second group is people who are using the assets of the organization — time, energy and equipment — to do nothing more than their jobs. And the third group of people is those who are increasing the value of the organization, and who keep thinking and challenging themselves and one another about the question of what's valuable about what they're doing and what could they do to be even more valuable. Organiza-



Mark Moore, seen here in 1982 in front of his class at the Kennedy School.
Kennedy School Publications Office

itself, putting police in the role of a pump-primer rather than being the agency that had to do it all by itself. And

"The mid-sized police departments are the ones that are seemingly more in the business of going through changes of fundamental approaches to policing."

tions that have a large number of the first two types and a relatively small number of the third are in deep trouble. And because in police departments we have said that it's inappropriate to talk about the purposes, or only the top management could talk about the purposes, and everybody else had to follow procedures and rules, we've created a world in which the first two types of people will dominate, and anybody who had an instinct of the third type would have to be a covert operator, going his own way to create value for the citizens without anybody noticing or acknowledging it.

LEN: Just what does it take to have a more successful strategy of policing?

MOORE: Well, we don't quite know the answer to that at this stage. We've been holding a series of meetings at Harvard over the last two and a half years, to consider the question of where more valuable uses of the police assets might lie in the future. I think that that group has come to see the limitations of the current strategy that's being pursued, a strategy that's being directed principally at crime-fighting and seeks its justification in the control of serious street crime, and then pursues that through random and directed patrol and rapid response to calls for service and the retrospective investigation of crimes. Everybody can see that that's not doing too well. But what the alternative strategy is a little bit unclear. The things that are giving us some guidance in pointing out the direction of a new strategy are, first, this important discovery that fear is a problem that to a large degree is separate from criminal victimization — separate both in the sense that it's not caused by victimization and can be handled separately than by reducing criminal victimization. The second point is the point that I think was made quite eloquently by George Kelling and Jim Wilson in the "Broken Windows" article, which argued that if you could restore a sense of civility and peace in a community, then there might be self-regenerative forces in a community that would become available, and a community could protect

the right way to do that was to work on fear and on relationships in the community that were standing in the way of civility and peaceful relations among citizens. The third, I think, is the recognition that no matter how the police would like to avoid it, they end up being involved in emergency medical and social services of various types. I want to emphasize the emergency aspect of it, because that's what falls to the police. I don't think they necessarily have to sustain relationships with anybody who's in a medical emergency or is a social emergency. They don't have to be social workers, but they are often the people who are on the spot when the acute events occur that signal a breakdown to which more sustained medical and more sustained social attention would be appropriate. And those emergency medical and social service activities have value not only directly to the citizenry, but also as a way of being around the community and fostering a climate of trust between the community and the police, so that when the police need them to help manage the community for crime control and security, the community is likely to think of them as partners in the enterprise rather than nice irrelevancies or even potential enemies.

Danger of community closeness

LEN: Is there an inherent danger in greater police closeness to the community, such as increased opportunities for corruption, or a temptation to provide unfair, imbalanced treatment?

MOORE: There is a great danger, because one of the important things to understand about community-oriented policing is that there are many things that the police will be bound to not respond to when the community asks for it. In some sense it's when one tries to sketch what those things are, when it is right for the police to say "absolutely not" to a community, that one begins to remember what was important about the concepts of professionalized policing. You can go through a lot of discussion about it, but in the end I think there are two crucial things that turn out to be very important for

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Moore: 'I wish we had LEAA back now'

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police to defend and to insist on the value of in the face of community demands. And they're things that the police find odd that they should defend, but it's undeniable that they should defend it. The first is that they have to stand for some notion of equitable allocation of protection costs in society, and that carries us back to an earlier part of our discussion, where we touched the question of whether equitable means that everybody gets the same or that we progressively allocate resources away from areas where there's lots of private capability in the direction of where there's not so much private capability. Or, do we "regressively" allocate resources back the other way, more in the direction of where the private capacity is large. I think that the police will end up having to stand for either neutrality or fairness, even-handed allocation of police services throughout a city, or conceivably more progressive allocation. That is, they will have to stand up for poor people's rights to claim police services, rather than rich people's rights to claim it. That is an appropriate and important value for police to stand for as they try to move closer to the community.

The second important value is the fairness in the allocation of protection to individuals, and specifically civil rights and civil liberties. If a neighborhood wants to attack the civil liberties of some of its members or some other people in the city that want to operate in their neighborhood, the police would be duty-bound to stand against that and say "Not only will we not respond to that, we think you're wrong to ask for it," and then explain once again about the Constitution and what it means to live in a civil society. What's odd about that, I think, is the notion that the police, who often thought of themselves as pitted against civil liberties, and particularly the American Civil Liberties Union, is in fact one of the staunchest defenders and producers of civil liberties that exists in this society. The reason we created public police departments, as distinct from keeping it all in private hands, was that we thought the public police forces would show more disciplined restraint and more respect for the civil liberties of defendants than we could expect from private police departments.

LEN: Let's turn for a moment to Federal budget cuts and what impact they may have on the criminal justice system. . .

MOORE: I don't think the Federal Government's budget has ever had much to do with law enforcement, except for the few years in which LEAA was operating. I wish we had LEAA back now to capitalize on some of the seeds, both in the form of ideas and the people that were created in that era. So in that respect I'm disappointed by the Federal deficit and I don't see that there's going to be an opportunity to re-create that.

LEN: Will such deficit-generated cuts have an impact on the war on drugs?

MOORE: A lot depends on how much of that money actually gets spent, and how intelligently that money gets spent. My impression is that the money is not coming through the pipeline very fast, and where it is I'm not sure that it's being deployed particularly effectively.

The drug war and cost-effectiveness

LEN: Mark Kleiman, a colleague of yours at the Kennedy School, suggested in a newspaper column that one reasonable sacrifice to the deficit-cutting dictates of the Gramm-Rudman law would be marijuana prohibition. As he stated, "Marijuana prohibition [is] good drug abuse policy but it isn't worth the price." How do you feel about that?

MOORE: I think the value of marijuana prohibition, on the one hand, and marijuana enforcement on the other, depends on two separate calculations. Of course, one could decide that it doesn't depend on a calculation at all, it simply depends on a view of whether marijuana use is morally appropriate or not. If one has the view that it's immoral, then you don't have to make any further calculations. But one could make the argument that it does depend on two calculations, one of which is how bad is marijuana use for the population, and the second is how much can you do about it through either a

combination of prohibition and enforcement or prohibition and less enforcement. I think those calculations are difficult. I think the worst things that can be said about marijuana are that there's now some reasonable evidence indicating that the conditional probability of going on to higher levels of using more dangerous drugs, given marijuana use, is higher than it is without marijuana use, so it's called an important gateway drug. I'd also remark that the probabilities of going on to higher levels of use are quite small, but it's still significantly greater if you've used marijuana, and so you could argue for reducing marijuana consumption as an effective device for guarding against future worse drug consumption. I think the evidence of direct damage from marijuana use might be easy to see in reduced school performance among daily users, and there may be a lot of those, but an awful lot of the other things that we think are associated with the bad consequences of drug use, such as criminality or serious medical consequences or increased levels of traffic accidents, so far haven't materialized, even with a very large level of marijuana consumption in the country. So on balance, I think the risk of marijuana use is sufficiently large that I don't object to the prohibition. That's the first calculation.

The other calculation is whether we can do much about it with more aggressive enforcement. I think

and objectively that would be a better way to be able to look at the problem. But on the other hand, I'm respectful of the traditions and norms that established the difference between the drugs, and which do some of the work of protecting society against the worst consequences of the use of drugs like alcohol and nicotine — although it hasn't done a very good job with respect to nicotine. It has done a better job with respect to alcohol, in terms of being able to teach us how to use those drugs reasonably well and protect us from a variety of bad consequences that could occur if we weren't quite so careful about it. So I want to honor the traditions, but at the same time acknowledge the fact that the traditional views might be leading us astray a little bit.

LEN: What about the recent surge in drug-testing practices, whether for the general population or for law enforcement personnel?

MOORE: Testing for drugs in police departments is a little bit different than among many other parts of the population. We had an extended discussion of drug testing in the study task force that did the Philadelphia police report. The consensus of that discussion was that there were very strong arguments for aggressive drug testing in that police department. One argument was

"There is no particular reason to single out drugs as a threat to the performance of a department."

that's quite an open question. The place where Mark Kleiman starts scoring points in his argument is in the demonstrated difficulty of making a dent on the supply of marijuana — or, for that matter, apparently the demand too — in a world where we're already making 800,000 arrests for drugs, 55 percent of which are for marijuana. It's always a little bit uncertain to extrapolate from no effect of current policies to no effect of radically changed policies, and I think that the thing that counsels against a dramatic change is consequences we can't predict. So I'm not quite as enthusiastic as Mark is about saving money out of the marijuana enforcement. But if you gave me a choice between spending more on heroin and cocaine enforcement and less on marijuana, I would probably say it makes sense to do it. I've said that for 10 years.

LEN: In the overall context of drug criminalization and enforcement, why are some drugs, such as alcohol or nicotine, legal while others are not?

MOORE: The simple answer to that is history and convention, and the amount of familiarity that society had had with those drugs before we came into contact with more artificial, manufactured drugs. In the history of this society, tobacco and alcohol were naturally occurring substances, or if not naturally occurring, so ancient as drugs that they were well known to this society and well integrated into our life and activity. It never occurred to anyone to prohibit them entirely, simply because they seemed so obviously to have some legitimate uses that needed to be preserved. It's as we've become aware of the problems associated with those that we have tried to regulate them so as to have fewer of the bad consequences associated with the use of those drugs, while preserving the legitimate value. But we don't have any notion of preserving the legitimate use of drugs such as marijuana or heroin.

LEN: Doesn't a bifurcated policy on drugs, where some are legal, for whatever reason, and others are not, send a somewhat hypocritical message to society?

MOORE: I have two views on it. One is that it would be good if the society could look through the legal status of the drugs, and see their real nature and consequences for the society. If they did that, they would notice the similarities between, principally, alcohol and nicotine, which would look more like marijuana, heroin and cocaine than we're accustomed to thinking. So rationally

that policing is a profession which requires a high degree of professionalism and coolness of judgment, and that drug use was inconsistent with both the image and the requirements of the job and therefore ought to be absolutely minimized. The second was that because drug use was illegal, it made the police vulnerable to extortion, blackmail, etc. and that would also reduce their effectiveness. So both those arguments account for a very stern attitude in police departments toward drug use.

On the other hand, we also had the view that there was no particular reason to single out drugs as a threat to the performance of the department. We thought that alcohol use, a failure to keep your proficiency up with firearms, physical fitness and other things were also threats to police officers' ability to discharge their duties. Our view was that the drug program should be seen as something that's integrated with a general program for guaranteeing the fitness of the officers to discharge their duties to this society.

LEN: So do you think the campaign to "Just Say No to Drugs" is working?

MOORE: I think it has worked with respect to middle-class parents and high school seniors. I think it's been an enormously successful movement, and you can see the effects of it in the sequence of surveys of high school seniors that have been done. It shows both a change in behavior and attitudes in the last five years with respect to cocaine and heroin, and also marijuana. So it has been a useful policy instrument. What I think it doesn't touch is teenagers who aren't in school and conceivably live in ghetto areas of the nation's cities, where the capacity to mobilize parents and students to say no to drugs has been much weaker, and where the people that are organizing the activity have much less strong connections. I don't think it's helping in Harlem. It might be, but I would bet against it having a dramatic short-term effect in areas like that.

LEN: Can the U.S. win the war on drugs?

MOORE: It's a little bit like saying, can we win the war on crime? I think we can take actions that would make the problem better than it would be if we didn't take the actions, if we are wise in the way that we choose to take the action. The idea that we will be living in a drug-free society a decade from now I find a little bit hard to believe, but I've been surprised before.

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Policing in inner-city neighborhoods

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middle-class, white males, whose traditions will be sustained?

If a community is made up of a variety of subcultures, those responsible for "sustaining tradition" or "law enforcement" need to understand fully the traditions of the community they serve. If the police do not fully understand the traditions of the community they serve, they cannot effectively do their job. Affirmative action in law enforcement organizations is not just a question of fairness, it is a question of effectiveness.

Historically, the police have reacted to problems. The civil unrest of the 1960's created "community relations" programs within the police. These programs have attempted to fill a void that existed between the community and its police. This void is nothing more than a lack of police insight into the traditions of the community they serve.

2. Hidden Costs of Security

With the police organizations of America consisting primarily of middle-class, white males, an interesting economic impact is currently developing. Those who can afford to buy security are buying it, whether it is in the form of condominiums and homes with security alarms, or major shop-

ping malls and businesses with their own security forces.

With this in mind, we need to look at the management strategy utilized in assigning police officers to cruiser districts or patrol beats in our cities. Police officers are not assigned on a square-mile basis. Police administrators do not divide the city into equal geographic sections and assign officers accordingly. Nor are patrol officers assigned to cruiser districts by population. Obviously, some populations generate more calls for service than others. The bottom line of resource allocation in American policing has been by workload or calls for service. That is to say that those areas generating the greatest number of calls historically receive the greatest concentration of police officers.

We need to step back and rethink this procedure. If those who can afford to buy security are buying it, America's police forces, by assignment to call loads, are shrinking to the inner city. As those areas that can afford to buy security do so, the number of areas that require police service diminishes. At the same time, an evaluation of workloads demonstrates that the inner city requires a greater number of police officers. From this police person-

nel assignment practice, we see an ever increasing number of white, male police officers in inner-city neighborhoods.

3. Perceptions of Police

Middle-class America has a false, unrealistic impression of police service. People feel secure when they periodically see a police officer in their neighborhood. Conversely, when they do not see police officers in their neighborhood, they feel a sense of neglect kindled by a perceived lack of police service. But what if the suburban citizen saw police officers in police vehicles five times in one evening? Would they feel secure or would they raise the question, "What's going on?"

We need to ask ourselves how often lower-income families see police officers in their neighborhoods. Often in inner-city/ghetto neighborhoods, police presence is almost constant.

Is there a feel of security or insecurity when police officers are viewed on a consistent basis during short time periods? James Q. Wilson indicates in his "broken windows" thesis that the perception of security or insecurity can often be viewed in a subliminal way. The feelings often felt when a large number of police officers are observed is not increased

security — often the feeling is fear. Fear that something has happened. Fear that the police were called because of crime. Fear that the police are looking for someone who has committed a crime.

In lower-income minority neighborhoods, the feelings toward the police have an added dimension. In some neighborhoods there are feelings of oppression mixed with the feelings of fear. In our changing society, the current impact of police presence is not fully understood, either in the police organization or in the neighborhoods it serves.

4. Leadership Lacking

In a two-part series in the Atlantic Monthly (June and July 1986), entitled "The Origins of the Underclass," Nicholas Lemann outlined the development of a permanent underclass in America. The issues explored by Mr. Lemann need to be reviewed by America's police organizations. Basically, his premise is that there were two major migrations of America's blacks. The first occurred when those who were sharecroppers in the South moved to Chicago and other northern urban areas around the turn of the century to take advantage of employment opportunities. The second migration had its genesis in the civil rights movement. As blacks residing in inner-city ghetto neighborhoods took advantage of the civil rights opportunities of the 1960's and 70's, they moved up and out of the inner city.

This second migration should be of major concern to America's police. During the civil unrest of the late 60's and early 70's, black

leadership within the ghetto was a positive influence in stabilizing problems and restoring order. Black leadership was able to effectively articulate problems and concerns. From this leadership, additional problems were avoided and many issues were resolved. If Lemann is correct, the potential loss of effective black leadership within the ghetto will create protracted problems for the community and the police in the future.

Emptying the Basket

If America's police organizations are made up of middle-class, white males, who potentially have limited understanding of the traditions and cultures of those they police, there is an inherent framework for misunderstanding. The problem is compounded if police organizations are shrinking to the inner city because of increased call loads. As this problem unfolds, we need to keep in mind the potential misperceptions we experience in evaluating police presence, and the long-term, solution-defying problems posed by the leadership drain away from the inner city.

We need to follow Descartes's suggestion to Father Bourdin: "If you have a basket of apples, some of which are bad and will spoil the rest, you have no other means than to empty your basket completely and then test the apples one by one, in order to put the good ones back in your basket and throw away those that are not."

Every police administrator needs, at least once in a career, to empty the basket of assumptions regarding policing in inner-city neighborhoods.

Criminal Justice Library

We read and review:

Tackling the ultimate taboo

The Sexual Trafficking in Children.

By Daniel S. Campagna and Donald L. Poffenberger. Dover, Mass.: Auburn House Publishing Co., 1988. 250 pp., indexed.

By Hal Nees
Division Chief
Boulder, Colo.,
Police Department

"The Sexual Trafficking in Children" is a disheartening book, exploring events which most of us wish did not occur as it lifts back the veil covering the problem of trading in children. Campagna and Poffenberger have provided practitioners and students alike with a book that allows the reader to learn about a subject which most of us refuse to believe is, or should be, a concern in our communities: the use of children as sexual objects.

The stated purpose of the book "is to examine the dynamics of sexual exploitation, including such offenses as child pornography, juvenile prostitution, procuring, pedophilia, sex tourism industry, indenturing and sex rings." The work is intended for use by all individuals

involved in the child-helping professions, from cops to therapists. The authors have provided a readable work that capably covers the topics presented.

The authors move from one topic to another through 10 chapters, in a progression from defining the problem and dimension of sexual trafficking in children to recommendations for reducing the problem.

The first general section, "Exploited and Exploiters," zeroes in on such themes as types of child sex markets, descriptions of some of the exploiters, behavioral aspects, victim-offender relationships, pornography collections, pedophile organizations and publications, and offender treatment.

In part two, "The Dimensions of Sexual Trafficking," the discussions turn to hustling, pimps, the international child sex trade and other subjects. The reader will find statements from youths and adults involved in the trafficking sprinkled throughout the chapters.

The final general section, "Addressing the Problem," offers some ideas as to how the problem of sexual trafficking in children might be confronted and reduced.

Topics such as the judicial response, the victimization cycle, victim advocacy, and strategies for change are presented.

Campagna and Poffenberger have done a good job of providing information about a very sensitive topic. The job they have done is all the more laudable because such limited research exists in the field and few individuals appear interested in learning of the horrors suffered by children involved in the sex trade. The child-sex trafficker, the authors assert, is not some monstrous-appearing individual. The professional down the street as well as the blue-collar worker can each have an interest in sexual relations with children. These are all concepts that we in the profession know to be true intellectually, but may find difficult to accept as fact. Campagna and Poffenberger leave little room for continued doubts in this respect.

Offender treatment options are limited, but the authors do mention several approaches, including psychotherapy, behavior modification, surgery and medication. They also mention incarceration as a treatment, but while this option certainly pro-

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LEN interview: Harvard's Mark Moore

Continued from Page I2

LEN: You've been involved for some time in the training of senior police executives. What's significant about the nature of this training?

MOORE: The design of the programs I've been involved in is quite different from that of many police training programs because the subject of the training is management of policing. It's taught with professors from the Kennedy School of Government at Harvard and from the Harvard Business School, and we concentrate on teaching upwardly-mobile managers in police departments the concepts of management. We teach that through cases, which are typically drawn from industries other than policing — stuff on the Federal Trade Commission, McDonald's and Burger King, the First National Bank. People begin thinking that this would not be successful because you can't really understand policing unless you've been a cop, and you can't really understand police management until you've been a cop. But I think our experience in teaching executives from a lot of different public sector organizations — and it's not different in the context of policing — is that people may start with that view but at the end of three weeks they come out and say, "Geez, we learned an awful lot and we discovered that our organization is not all that different from a managerial perspective than many others." And they come out with a view of themselves more as managers than as police officers. I think an awful lot of the value of the education is in beginning to identify yourself as a manager of a public sector enterprise, rather than a supervisor of officers in a sacrosanct institution.

LEN: Given the kinds of police officials that you've seen go through this program, what does the future look like?

MOORE: I'm optimistic. I admire a great deal of the police managers that I see in this executive development program. They're open, they're creative, they're conscientious, they care a great deal about the enterprise of policing, they sense an opportunity to use the organizations for the benefit of the cities they live in. They struggle with cynicism, and they struggle with a kind of secret smirking about things that often makes them feel that nothing important can get done and nothing can change. But on balance I would say that they are the equal in initiative and imagination and talent of executives I see from other public sector departments, and they have a much more interesting job and a much more interesting challenge. That, plus the fact that I sense a great deal of ferment in the field of policing at the moment, suggests that there would be great prospects for them individually and for the field, because I think there's more room for leadership and innovation in the field, and more capacity for it, than there was a generation ago.

LEN: To move full stride into a new model of policing, will it take a whole generation of police, in a sense?

MOORE: I don't think so at all. And this relates to the subject we talked about earlier, about how to get innovation and get value out of a police department. I think it's very hard to kick a bureaucracy off of one position. But once you make that change, once it becomes decisive that the turn has been made, an awful lot of hidden capabilities inside the organization suddenly appear. So what it seems like is that there's an enormous problem in overcoming people's cynicism about things continuing the way they are and their determination to keep it that way. If you can defeat that by finding some attractive new vision that commands a substantial force from the politicians, from the media, from the community, and eventually from the profession, then once the commitment is made to that new style of policing, an awful lot of people who thought they had no talent for that at all, and no interest in it, suddenly discover that they have both a substantial interest and substantial capabilities. It's like fighting a battle for the hearts and minds of officers that could make a bigger contribution than they now imagine, if only they could believe that the managers were serious when they asked it from them.

Exploring the child sex trade

Continued from Page I3

vides for some appropriate protection of society from these individuals, any long-term effect on an offender's behavior is at best questionable. The authors mention one individual who was involved in assaults on children while at home on leave from various correctional facilities.

A recent television documentary ("48 Hours on Runaway Street," CBS News) provided some visual proof of the existence of the problem and supported what Campagna and Poffenberger point out in their work.

Works such as "The Sexual Trafficking in Children" must become more widely read, particularly since the reduction of available services to youths and adults means we will likely see more and more youths involved in selling their bodies out of a desperate need to obtain food and shelter.

As Campagna and Poffenberger state, the problem involves not only teenage youths, but younger children as well. Some parents sell their children outright into sexual slavery, while others allow their children to become exhibits in sexually ex-

ploitive books or magazines. Some of the individuals quoted in the book try to explain such parental actions by saying that the parents involve their children because of the financial rewards. It is a thought that is difficult to accept.

Campagna and Poffenberger provide a work that should enlighten readers even as it disturbs them, and yet offers some hope, some ideas for making change and improving the future. The book is worthwhile, recommended reading, a work that covers a very sensitive topic well.

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- 13-24. Supervising a Selective Traffic Law Enforcement Program. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$525.
- 14-15. Managing Field Training Officer Programs. Presented by the Traffic Institute. Fee: \$225.
- 14-15. Realistic Assault Control. Presented by Calibre Press. To be held in Sturbridge, Mass. Fee: \$195.
- 14-16. The Personal Computer in Investigation & Crime. Presented by the Broward County Organized Crime Centre. To be held in Fort Lauderdale, Fla. Fee: \$235 (in-state); \$285 (out-of-state).
- 14-16. Motor Vehicle Theft. Presented by the Center for Criminal Justice, Case Western Reserve University. Fee: \$75.
- 14-17. Police Internal Affairs. Presented by the Institute of Police Technology & Management. To be held in Richmond, Ky. Fee: \$350.
- 15-16. Physical Security. Presented by

- Richard W. Kobetz & Associates Ltd. To be held in Winchester, Va.
- 15-17. Use of Microcomputers for Police Records Management. Presented by the Traffic Institute. Fee: \$350.
- 15-17. Developing School Drug Education Programs. Presented by the International Association of Chiefs of Police. To be held in Denver.
- 19-21. Street Survival '88. Presented by Calibre Press. To be held in San Diego. Fee: \$110 (all three days); \$79 (first two days only); \$49 (third day only).
- 19-22. Annual Conference of the National Sheriff's Association. To be held in Louisville, Ky.
- 20-21. Hostage Negotiations. Presented by Richard W. Kobetz & Associates Ltd. To be held in Winchester, Va.
- 20-22. Handling Labor Contract Negotiations. Presented by the International Association of Chiefs of Police. To be held in Philadelphia.
- 20-24. Interviews & Interrogations for White-Collar Crime. Presented by the Institute of Police Technology & Management. To be held in Jacksonville, Fla. Fee: \$375.
- 20-24. Homicide Investigation. Presented by the Center for Criminal Justice, Case Western Reserve University. Fee: \$250.
- 20-24. Microcomputer System Management. Presented by the Institute of Police Technology & Management. Fee: \$575.
- 20-July 1. Criminal Intelligence Analysis. Presented by Anacapa Sciences Inc. To be

- held in St. Paul, Minn. Fee: \$790.
- 20-July 1. Firearm Instructor Certification. Presented by the International Association of Chiefs of Police. To be held at the U.S. Marshals Training Center, Louisiana.
- 21-24. Advanced (Computer-Aided) Intelligence Analysis. Presented by Anacapa Sciences Inc. To be held in Santa Barbara, Calif. Fee: \$676.
- 22-23. Uniform Crime Reporting School. Presented by the Criminal Justice Center Police Academy, Sam Houston State University. No fee.
- 22-23. Middle Eastern Terrorism. Presented by Richard W. Kobetz & Associates Ltd.
- 28-30. Vehicular Homicide/DWI Conference. Presented by the Traffic Institute. Fee: \$340.
- 26-July 1. Annual Conference of the National Organization of Black Enforcement Executives. To be held in New York.
- 27-29. Word Processing for Law Enforcement. Presented by the Institute of Police Technology & Management. Fee: \$375.
- 27-29. Police Productivity. Presented by the International Association of Chiefs of Police. To be held in Newport, R.I.
- 27-30. Explosive Ordnance Familiarization & Search Procedures. Presented by Executecb Internationale Corp.
- 27-30. The Reid Technique of Interviewing & Interrogation. Presented by John E. Reid & Associates. To be held in Chicago. Fee: \$550.

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The education era

Continued from Page 8

courage officers to go to college once they have been hired. This approach is consistent with the principle of "educating the recruited rather than recruiting the educated."

The President's Commission took another strong stand in its monumental 1967 report. It recommended: "Police departments should take immediate steps to establish a minimum requirement of a baccalaureate for all supervisory and executive positions." This is the direction in which Commissioner Ward has gone.

Though the President's Commission issued its report way back in 1967 (long enough ago so that officers hired when the report first came out are now eligible for retirement), its recommendations have had a continuing impact on the police profession. Year by year, its various recommendations have been and are being implemented. The requirement that all superior officers have some amount of college education is now upon us.

The level of responsibility that an ordinary police officer has is incredible. The officer is constantly in the decision-making process. Wrong decisions can adversely affect individual lives and the tranquility of an entire community. Those at the supervisory and administrative levels hold far greater responsibilities. They have an awesome role in meeting the challenge of crime in a free society.

Back in the late 1960's and early 70's, many police officers

took some college courses under the Law Enforcement Education Program (LEEP). It was free and there were even monetary payments for attending school. It was like having an interesting second job. Today's police officer who aspires to higher rank will generally have to finance his own education. He or she has to keep in mind, however, that in the case of New York City, for example, approximately 12 percent of the police officers have degrees. An officer can offer no less if he or she wants to be promoted.

The real significance of Commissioner Ward's venture into this untried realm of police standards is the impact it will have on police departments throughout the country. Large departments such as the NYPD set the standards for all other departments. In the very near future, this educational standard will perforce flow over to other large city departments. It will be only a matter of time before a college background will be required for promotion to higher police ranks in every town and hamlet in America.

The local police chief may fight it. The local police union may fight it. But society will overwhelmingly demand this new standard of excellence. The days of pejorative reference to "college boys" will be a thing of the past in police work.

[Editor's Note: For more on trends in police education, see *LEN*, Feb. 24, 1987, and March 29, 1988.]

For further information:

Anacapa Sciences Inc., 901 Olive Street, P.O. Drawer Q, Santa Barbara, CA 93102-0519. (805) 966-6157.

Broward County Organized Crime Centre, Attn: Cmdr. William H. Dunman, Broward Sheriff's Office, P.O. Box 2605, Fort Lauderdale, FL 33303. (305) 564-0833.

Calibre Press, 666 Dundee Rd., Suite 1807, Northbrook, IL 60062. 1-800-323-0037.

Center for Criminal Justice, Case Western Reserve University, Cleveland, OH 44106. (216) 368-3308.

Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600.

Criminal Justice Center Police Academy, Sam Houston State University, Box 2296, Huntsville, TX 77341.

Delinquency Control Institute, Tyler Building, 3601 S. Flower St., Los Angeles, CA 90007. (213) 743-2497.

Eastern Kentucky University, Training Resource Center, 202 Perkins Building, Richmond, KY 40475. (606) 622-1497.

Executecb Internationale Corp., 105 Executive Drive, Suite 110, Sterling, VA 22170. (703) 478-3595.

Institute for Law & Justice, 1018 Duke St., Alexandria, VA 22314. 1-800-533-DRUG.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 648-2722.

Institute of Public Service, 601 Broad St. S.E., Gainesville, GA 30501. (800) 235-4723. (800) 633-6681 (in Georgia).

International Association for Hospital Security, P.O. Box 637, Lombard, IL 60148. (312) 953-0990.

International Association of Chiefs of Police, 13 Firstfield Road, Gaithersburg, MD 20878. (301) 948-0922; (800) 638-4085.

International Conference of Police Chaplains, Rte. 5, Box 310, Livingston, TX 77351. (409) 327-2332.

National Crime Prevention Institute, School of Justice Administration, University of Louisville, Louisville, KY 40292.

National Criminal Justice Association, 444 N. Capitol St., N.W., Suite 608, Washington, DC 20001.

National Sheriffs' Association, 1450 Duke Street, Alexandria, VA 22314-3490. (703) 836-7827.

National Training Center of Polygraph Science, 200 W. 57th St., Suite 1400, New York, NY 10019. (212) 755-5241.

Bruce T. Olson, Ph.D., 1015 12th Street, Suite 6, Modesto, CA 95354-0811. (209) 527-2287.

Pennsylvania State University, Attn: Kathy Karchner, 410 Keller Conference Center, University Park, PA 16802. (814) 883-3551.

Police Executive Research Forum, 2300 M Street, N.W., Suite 910, Washington, DC 20037. (202) 466-7820.

John E. Reid & Associates, 250 South Wacker Drive, Suite 1100, Chicago, IL 60606. (312) 876-1600.

Richard W. Kobetz and Associates, North Mountain Pines Training Center, Arcadia Manor, Route Two, Box 100, Berryville, VA 22611. (703) 955-1128 (24-hour desk).

Southern Police Institute, Attn: Ms. Shirley Beck, University of Louisville, Louisville, KY 40292. (502) 588-6561.

Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, TX 75080. (214) 690-2370.

Traffic Institute, 555 Clark Street, P.O. Box 1409, Evanston, IL 60204.

University of Delaware, Division of Continuing Education, Attn: Jacob Haber, 2800 Pennsylvania Avenue, Wilmington, DE 19806. (302) 573-4440.

York College of Pennsylvania, Country Club Rd., York, PA 17403-3426. (717) 846-7788.

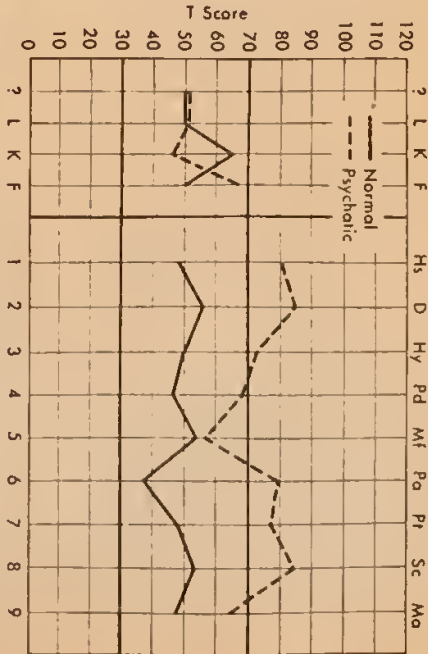
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Unfit for service?

No one challenges the notion of screening out certain personality types from policing, but experts are sharply divided over which psychological test can best do the job. **On 1.**



Mark of scholarship

Every profession needs its idea men and women, and in the field of criminal justice Professor Mark Moore has few peers. You needn't go to Harvard to benefit from Moore's insights. His short-course in criminal justice policy starts on Page 9.

Also in this issue:

Washington, D.C., a hotbed of activism by the deaf in recent weeks, beefs up its police dispatch capability to aid the deaf . . . 1	On The Line: LEN looks at a veteran Baltimore foot patrolman who is beloved by the residents and merchants on his beat . . . 5
Minneapolis officials are surprised to learn that more crime is not caused by migrants . . . 3	Forum: A police chief sees an "American apartheid" in police misunderstanding of inner-city ghetto life . . . 8

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